

**The International Community's Funding of the Tsunami  
Emergency and Relief – Local Response Study**  
**Tamil Nadu, India**



Submitted to  
The Asian Disaster Preparedness Center, Bangkok

Prepared by

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# CHAPTER. 1 Introduction

## 1.1 Background of the study

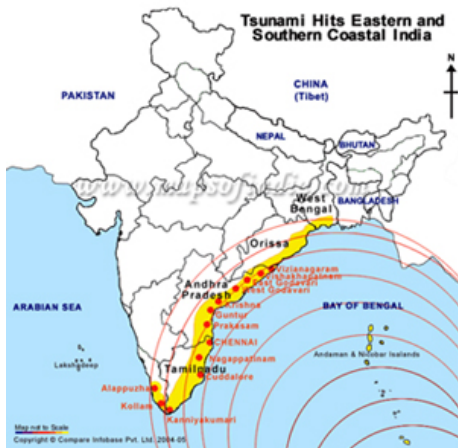
The Tsunami catastrophe that struck Asia on 26 December 2004 is one of the worst natural disasters in modern history. Although the major impact was felt in India, Indonesia, the Maldives, Sri Lanka and Thailand, several other countries were affected including Myanmar and Somalia, or touched by the tsunami including Bangladesh, Kenya, Malaysia, Seychelles and Tanzania. More that 250,000 people have died and thousands were injured. Overall, an estimated 1.5 to 5 million people have been directly or indirectly affected. Damage and destruction of infrastructure has destroyed people's livelihoods, and has left many homeless and without adequate water and healthcare facilities.

The world - governments and people – responded with unprecedented generosity in solidarity with the rescue and relief efforts of the affected communities and local and national authorities. More than \$ 6 billion has been pledged for humanitarian emergency relief and reconstruction assistance to Tsunami affected areas. This has been instrumental in reducing or mitigating the consequences of the disaster, and in boosting the current recovery and reconstruction efforts.

This evaluation is part of the overall evaluation by the Tsunami Evaluation Coalition. It is a thematic evaluation of the funding response by the various governments, UN agencies, INGOs, NGOs, CBOs, and other local actors including individuals.

The overall study of local response is being coordinated by the ADPC and the section for India, with the field study focused on Tamil Nadu, is being carried out by the Environmental Planning Collaborative (EPC).

## 1.2 Geographical context



In India, the areas affected include the Andaman and Nicobar Islands and the coastal districts of Andhra Pradesh, Kerala, Tamil Nadu and the Union Territory of Pondicherry. An overview of the impact is given in Section 3.1.

For the purpose of this study, secondary data has been collected with two levels of detail. National level data has been collected for general funding patterns and governmental

allocations. Detailed information on funding and expenditure has been collected only for Tamil Nadu. Fieldwork has been carried out in about 30 communities in Tamil Nadu to assess community perceptions of response by various actors in the process.

### **1.3 Objectives**

This evaluation is part of the overall evaluation by the Tsunami Evaluation Coalition. The purpose of this specific evaluation is to understand the nature of funding flows from and at the level of the affected countries. The key research questions asked towards fulfilling the objectives of this study are:-

- How much was donated locally by the public and to what sorts of organisations? – compare donations to local versus international organizations
- How much came from state funds and from the corporate sector?
- Estimate the value of self help generated within the affected community (whether as cash, good or labour)
- The role did local NGOs and CBOs play and how did they compare with the intentional NGOs?
- What say have local affected communities had in the spending of funds?

### **1.4 Scope and limitations**

This study intends to understand from local responses, the nature of the international community's funding in India. As mentioned in 1.2 the effects of the tsunami were spread along the eastern coastal belt covering 4 states and a union territory. The scope of this study is to capture people's views on the effectiveness of relief, rescue and rehabilitation operations by various agencies. To accomplish this study, community mapping of the affected areas was carried out and 30 settlements were visited all along the coast of Tamilnadu, one of the most affected states in the Indian subcontinent. The analysis drawn from the data collected through interviews and focus group discussions from the 30 settlements has therefore been considered as representative of all the tsunami affected areas in India. Care was taken to choose communities from different locations along the geographical area. This would ensure a better representation of different types of communities with varied requirements, internal structures, occupation patterns etc. Sometimes the levels of access to and from a settlement also affected the nature of assistance. These issues were confronted with in course of the study.

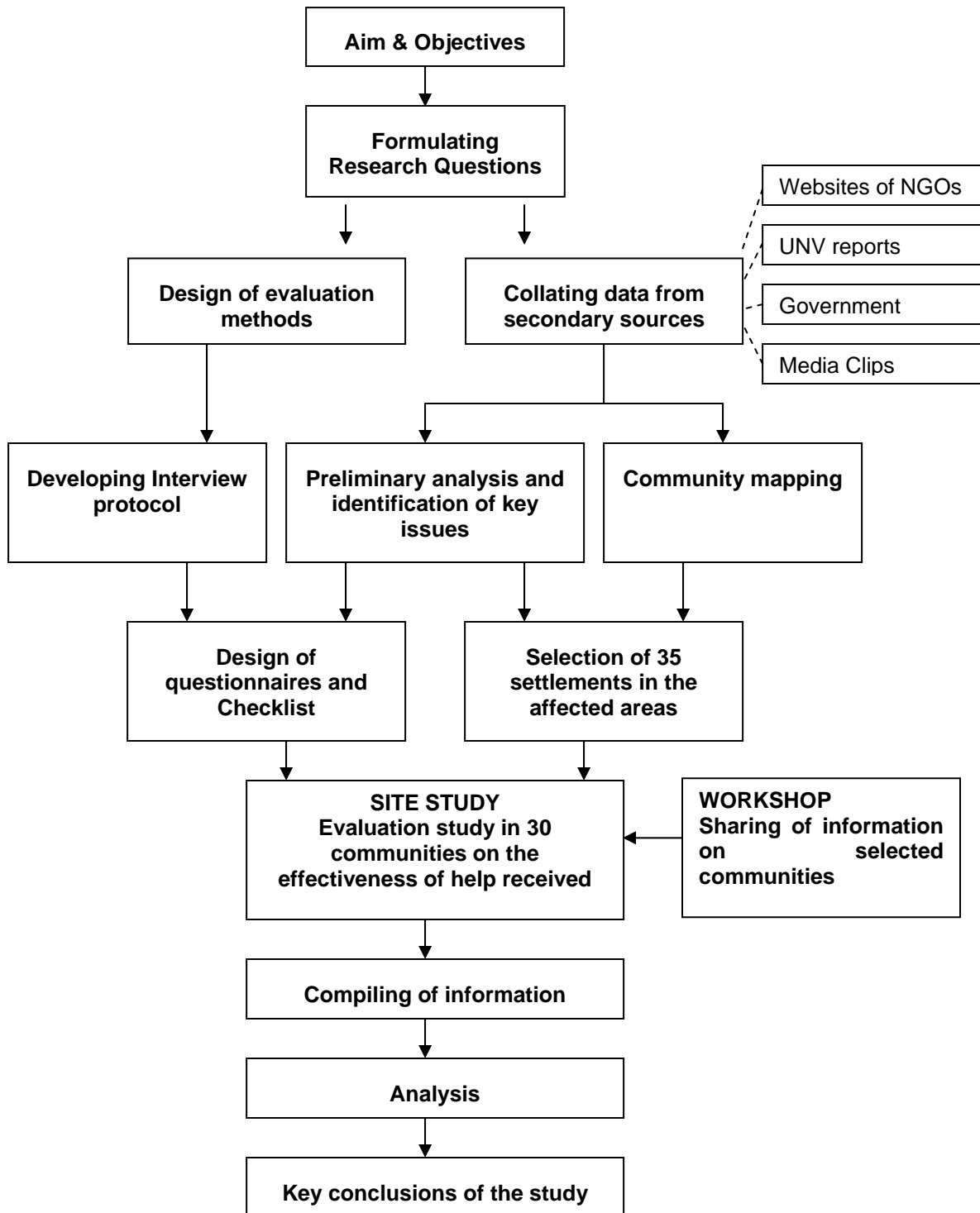
The constraints or limitations were two fold. One, the affected areas were distributed over a geographical distance of more than 3000 km covering settlements from different states speaking 3 different languages. It was not possible to cover the entire length of area within the given time frame.

### ***1.5 Additional scope and its limitations***

During the course of the project EPC was requested to collate as much data as possible concerning national and state level fund flows and to correlate this data with the field level picture. This task has been fraught with difficulties. Data from Government of India and Government of Tamil Nadu is available only for broad sector-wise allocations. Data on whether and how these allocations have been utilized is not available. Similarly, the Financial tracking Service of the UN-OCHA helps provides data on financial contributions pledged/ committed/ paid for Tsunami work in India to various organizations. To track the status of each of these contributions and correlate them to field info is a task that is practically impossible in a short timeframe and acquires the nature of a detailed 'investigation', to put it mildly. However, within the limitations of time and resources available, we have collated as much information as possible.

## CHAPTER. 2 Methodology

### 2.1 The process



## **2.2 *Compilation and collation of secondary data***

Secondary data compiled for the purpose of this study mainly consists of the following kinds of information:

- International contributions to India reported by various organizations/ international databases
- National level contributions channeled through Government of India and reported in official websites or other sources
- Official budget allocations made by Government of India and Government of Tamil Nadu
- Local information on projects, activities, contributions, etc compiled by the Resource Centre network sponsored by the UNDP and publications by various organizations, both electronic and print
- Other useful resources such as maps, statistics, case studies, process documentation, papers, presentations, news clippings, etc.

Secondary data has largely been collected from internet-based resources. The UNDP initiative at coordination of relief efforts by multiple agencies and knowledge sharing has taken the form of two well developed websites TNCRC & TRINET. These have links to multiple data sources including websites of district wise coordination efforts such as KRCRC, CRCRC etc. (for Kanchipuram, Cuddalore and so on). The government of Tamilnadu in its own websites has been continually updating Government Orders (GOs), budgetary allocations for various sectors, details of damage assessment and other relevant information. The UN volunteers designated with documenting relief work in specific districts of Tamilnadu have also made good compilations on the relief and rehabilitation works by various agencies. It has been possible to effectively network with them through the web based course conducted in EPC on disaster management. Besides the above mentioned sources, websites of NGOs and media clips have been useful in providing information on the post tsunami situation.

The collected secondary information is in the form of maps of the affected areas, damage assessment reports, district wise efforts on relief and rehabilitation, as well as snippets of information and insights of experiences of different agencies. Most of the reports were descriptive of the NGO's sector of involvement in the relief work but were unable to capture people's perception of the quality of relief work. A few insights were provided by media clips, but as the site studies later proved, these tended to be biased and exaggerated at times.

This data informs us on the extent of damage in each region and the details of pledge levels of relief and help extended by the government, NGO's, INGO's etc. Many instances of community participation and involvement in effective allocation of relief have also been documented. Information on caste structure and other



culture specifics also helps understand the level of influence these may have had on relief work.

Besides enabling the research team to develop a strong background on the study area, the secondary data has contributed to community mapping on the basis of geographical location (district), the predominant livelihood of the affected settlement, nature of damage, type of assistance received and predominant caste structure of the settlement. This has enabled the selection of a wide range of communities for the evaluation study. (For master chart refer annexure)

## **2.3 Workshop**

A workshop was organized as a joint effort by a representative of OXFAM America (INGO) and Environmental Planning Collaborative. The workshop on 'From distance learning to an interactive session on learning's from Tsunami Emergency, Relief and Rehabilitation process' was held in Chennai on the 11<sup>th</sup> of October 2005. This meeting was made possible by the extensive networking of professionals from EPC with a wide variety of individuals through a web based course on disaster management conducted in collaboration with the World Bank Institute and partially sponsored by the International City/County Management Association (ICMA).

The main objective of the workshop was to create a single platform for various agencies to share their experiences in the rescue, relief and rehabilitation operations post tsunami.

The proceedings helped the principal researcher and the teams of interviewers develop an understanding of the involvement of various agencies in the post tsunami situation in different regions of Tamilnadu. Various culture specific aspects, status of vulnerable groups and gender issues were also brought out in the workshop thus enriching the knowledge base of the research team.

The workshop was broadly divided into five sessions. These covered livelihood issues, gender issues in relief and rehabilitation, psycho- social care in recovery, long term rehabilitation approaches and the use of technology in disaster mitigation. The participants made presentations on pre-decided topics and at the end of each session the audiences were invited to ask questions and share their experiences on relevant issues. The sessions were concluded by comparing post disaster operations in the tsunami affected areas with that of previous disasters in the country and drawing of key similarities and differences.

The participants, numbering about 50, included representatives from Government of Tamil Nadu, Civil Society Organizations, research organizations and the UN team working on habitat development, reconstruction of shelters and community infrastructure.

## **2.4 Community consultations**

### **2.4.1 Compilation of secondary data on affected communities**

The secondary data collected in the form of reports and other documents was not organized on the basis of communities. These reports primarily described the nature of damage in different villages and the methodology different NGO's adopted to provide relief. Many reports further enumerated on the sector of work chosen by different NGO's, fund allocation and the number of beneficiaries in each settlement. However for the purpose of study it was essential to study a wide variety of human settlements to clearly evaluate the effectiveness of relief and rehabilitation work done by different types of agencies. Therefore the available data was extracted into a worksheet that categorized settlements by geographic location (district), predominant caste/community in the settlement (which gives an idea of their hierarchical status and occupation), predominant livelihood, nature of damage, nature of assistance received (government, NGO, INGO, others...) etc. (refer annexure)

### **2.4.2 Selection of sample communities from different districts**

Consultations with individuals who had been to the tsunami areas revealed that the internal organizational structure of the human settlements and hence the nature of relief distribution was distinct in different geographical locations and also differed with proximity to urban centers. Therefore care had to be taken to ensure representative samples from different regions of the affected areas in Tamilnadu. For example while fishing communities commonly called "*Kuppam*", had a *Kuppam* head who would distribute relief in parts of the eastern coast of Tamil Nadu such as Kanchipuram, Cuddalore and Nagapattinam, while in the Kanyakumari district a community consisted of a number of "*Anbiyams*" (each consisting of 30 to 40 families) whose undisputed head was the parish priest of the village church, who took the responsibility of distributing relief material.

Using maps of the affected district about 7 villages were chosen in each of the affected districts.<sup>1</sup> We were to target at least 30 communities out of the selected villages for the evaluation study. The selection of 42 settlements was to allow for the flexibility of choosing communities in course of travel as knowledge about each region is enhanced.

#### **2.4.3 Preparation of interview questionnaires and checklists**

Simultaneously questionnaires were designed for interviews in the community. From the research questions and the common interview protocol given by the Asian Disaster Preparedness Center (ADPC), a preliminary checklist of questions was drawn. These were then segregated into 3 lists from which questionnaires were evolved for interviews of the people, focus group discussions and interview of the local head. (Refer annexure)

#### **2.4.4 Determining sample sizes for interviews**

As the purpose of the evaluation was to understand people's perception of the way funds have been utilized towards relief and rehabilitation work, the study had to be qualitative and did not necessarily have to rely on a statistical sampling framework. For the evaluation study it was therefore decided that in each of the 30 communities 4 to 5 households would be interviewed. Vulnerable groups would be identified along the course of the study for group discussions if information indicates bias in distribution of relief. (Based on gender, caste etc.) Besides these, the local heads were to be interviewed where ever possible. (Refer annexure for list and characteristics of communities selected for evaluation)

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<sup>1</sup> The districts chosen for study were Chennai, Kanchipuram, Villupuram, Cuddalore, Nagapattinam and Kanyakumari.

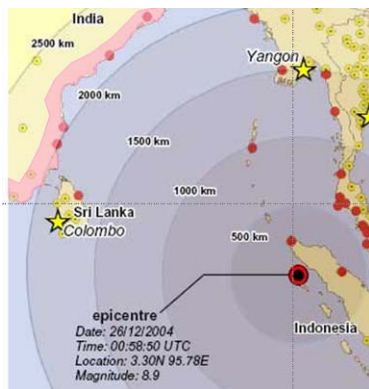
## CHAPTER. 3 Compendium of Information

### 3.1 An overview of the impact

A massive earthquake of magnitude 9.0 (USGS) hit Indonesia off the West Coast of Northern Sumatra on the morning of 26<sup>th</sup> December, 2004, at 06:58 AM. Another earthquake of magnitude 7.3 occurred 81 km west of Pulo Kunji (Great Nicobar, India) at 9:51 AM (IST) on the same day. About 115 aftershocks have been reported so far, of which 103 were in the range of 5.0 - 6.0 on the Richter scale and 12 were more than 6.0.

#### 3.1.1 Impact on the Indian coast

The earthquakes set off giant tsunamis 3 to 10 meters high, which traveled 2,000 km across the Indian Ocean, the Bay of Bengal and beyond.



The Andaman and Nicobar Islands were the first to be hit causing extensive damage. The tsunami then spread along a narrow strip of land on the East Coast of India and low-lying portions of Sri Lanka and to a lesser degree the west coast of India. The tidal waves hit the coastal districts of Andhra Pradesh, Kerala, Tamil Nadu and the Union Territory of Pondicherry around 9:50 AM (Indian Standard Time) and penetrated 300 meters to 3 km into the mainland causing damage to lives, property and livelihoods. The Tsunami affected a total of 2260 Kms of the coastline of India besides the entire Nicobar Islands.

On the west coast, Kerala was also hit by a wave crest travelling in a north-westerly direction as the tsunami diffracted off the southern tip of Sri Lanka and India. This explains the more concentrated damage in a few coastal districts of Kerala. Similarly, in low lying coastal areas such as Karaikal in Pondicherry or Nagapattinam in Tamil Nadu, the sea penetrated deep into the land affecting not only ports and fishing villages, but agricultural lands.

Besides the Andaman and Nicobar Islands, the most critical impacts have centered on a few coastal districts of Tamil Nadu, Pondicherry and Kerala. In terms of mortality rates, *Talukas* in the Nagapattinam district in Tamil Nadu were hardest hit, followed by the Kanyakumari district. In Pondicherry, the Karaikal region was the hardest hit as were the districts of Kollam and Alappuzha in Kerala.

### 3.1.2 Damage and Loss Assessment by the United Nations Country Team (UNCT)

The ADB, UN and World Bank Joint Assessment Mission which comprised a group of specialists and qualified experts analyzed the damage and losses as well as the needs expressed by the relevant local, territory and states authorities. It also made field visits to the most affected districts, and undertook – on a sample basis - consultations with local experts, members of civil society and NGOs. The damage and losses presented here reflect the available official information provided by the states and union territory officials, compiled between February 1 and 15, 2005, and the visits undertaken by the mission to selected affected areas.

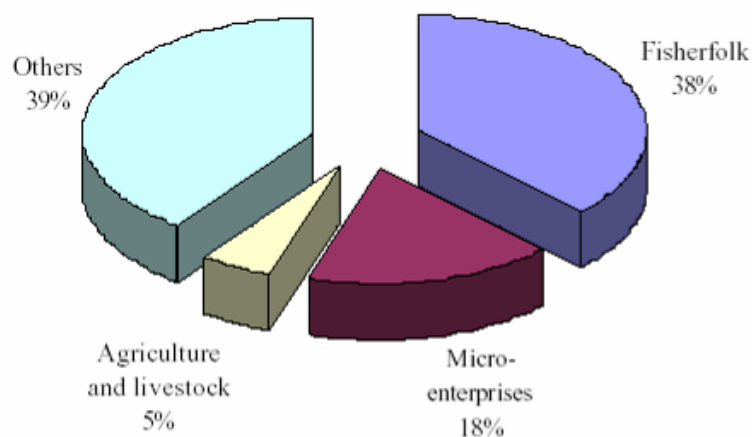
**Table. 1. Consolidated summary of damage and loss in India after the December 26 (USD million)**

	Damage and loss			Effect on livelihoods
	Damage	Loss	Total	
Andhra Pradesh	31.8	16.7	48.5	35.6
Kerala	68.2	57.6	125.8	82.6
Tamil Nadu	509.8	327.5	837.3	332.8
Pondicherry	48.2	8.2	56.4	30.4
<b>Total (by sectors)</b>	<b>658</b>	<b>410</b>	<b>1,068.00</b>	<b>481.4</b>
Fisheries	320.1	304.5	624.6	383.2
Agriculture and livestock	15.1	22	37.1	42
Micro enterprises and others	19.7	36.5	56.2	56.2
Housing	193.5	35.2	228.7	
Health and education	13.7	9.9	23.6	
Rural and municipal infrastructure	27.9	1.6	29.5	
Transportation	35.2	0.3	35.5	
Coastal protection	33.6	0	33.6	

*Source: Mission estimates on the basis of information made available from the states' governments*

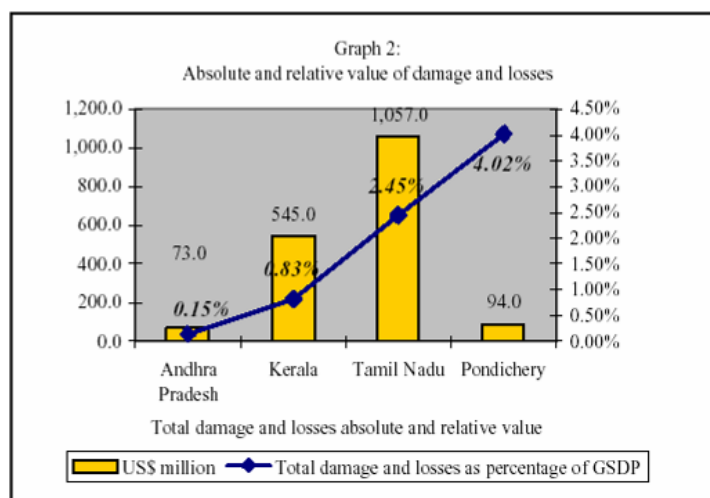
The overall damage is estimated at approximately US\$ 660 million, losses are estimated at approximately US\$ 410 million. The largest amount of damage is in fisheries; housing and infrastructure (see Graph 1 below). While much of the damage assessment relates to the financial valuation of the losses, loss of livelihoods do not lend themselves readily to measurement. The loss of work opportunities is estimated in terms of wage or earnings losses, but the extent would depend on how much time it takes to restore employment and earnings/wages. The losses to livelihoods are of particular significance when they affect poor, marginalized and excluded groups who do not have reserves to fall back on or the means to cope with the situation. Many in this situation are engaged in casual and intermittent work. The macroeconomic impact of the tsunami disaster has been limited except in the case of Pondicherry where it represented over 4% of its GSDP (see Graph 2).

**Graph. 1. Damage by Sector**



The tsunami disaster has had a significant impact on the livelihoods of some of the more vulnerable sections of society along the coasts of the affected states. Many were probably at or below the poverty line and about a third may be from the underprivileged and socially excluded groups such as Dalits or tribals. The environmental damage could not be quantified in the time available and because some of the impacts of the tsunami will only become apparent in the medium- to long-term.

**Graph. 2. Absolute and relative value of damages**



The affected states are currently undergoing the transition from relief to rehabilitation – although relief to some sectors and groups will continue for several months. During this phase, protection of the most vulnerable segments of the displaced population and improvement of their living conditions in temporary shelters over the coming months deserve special attention.

### 3.1.3 Impact on the population

#### *National Scenario*

**All India:** According to GOI reports, 10,749 people in India lost their lives and 6,913 were injured. It is reported that 5,640 persons are still missing.

**Tamil Nadu:** In Tamil Nadu over 7,983 deaths were reported. Of the 12 coastal districts affected in Tamil Nadu, Nagapattinam was the worst affected, where 6,051 people died. Over 824 died in Kanyakumari and 612 were reported dead in the Cuddalore district.

The affected districts in Tamil Nadu are Thiruvallur, Chennai, Kancheepuram, Viluppuram, Cuddalore, Thanjavur, Nagapattinam, Pudukkottai, Ramanathapuram, Toothukudi, Tirunelveli and Kanyakumari.

**Kerala:** In Kerala 171 deaths were reported. The Kollam district reported 131 deaths followed Alappuzha with 35 and Ernakulam with 5.

**Andhra Pradesh:** In Andhra Pradesh 105 deaths were reported and 11 people were reported missing. Of the affected districts, Krishna and Prakasam were

reported to be the worst affected in terms of human toll with 27 and 35 deaths, respectively.

The affected districts in Andhra Pradesh are Visakhapatnam, East Godavari, West Godavari, Krishna, Guntur, Prakasam and Nellore.

**Union Territory of Pondicherry:** In Pondicherry 591 deaths were reported and 75 were reported missing from the coastal areas of Pondicherry and Karaikal. In Karaikal, 484 persons were reported dead and 66 missing.

**Union Territory of Andaman and Nicobar Islands:** Out of the 37 inhabited islands in Andaman and Nicobar, 15 islands (Andaman-2; Nicobar-13) were affected by the tsunami and coastal flooding. As per official reports, 1,755 human lives were lost. About 5,542 are missing/feared dead in the Nicobar Islands. The worst hit were the Car Nicobar, Great Nicobar and Nancowrie group of islands. The total population of the affected islands is 295,959. Seven islands were fully evacuated and relief operations have focused on the remaining eight. An Integrated Relief Command (IRC) for the Andaman and Nicobar Islands is operational and continues to coordinate relief operations. The Port Blair airport has been repaired and is operational. Nearly all the harbours and jetties in civil and naval ports were damaged. However, the harbours at Port Blair, Car Nicobar, Nacowrie (Kamorta) and Nacowrie (Champin) are operational. In the Nicobar Islands all small harbours and jetties were damaged. Telephone lines and equipment were completely washed away. Out of the 30 lighthouses in Andaman and Nicobar Islands only 2 are functional. Access to the islands remains limited, with the Government continuing to take responsibility for the relief, recovery and rehabilitation.

In the state of Tamilnadu about **8, 90,885** people have been affected by the tsunami. This includes the loss of 7981 human lives in 376 villages/ hamlets across the state. About 1, 25,000 houses have been fully or partially damaged and several crores worth of livelihood equipment destroyed. The financial loss to the state is pegged at 837 crores. The following table gives a district-wise breakup of the damage assessed in Tamilnadu.

### ***Tamilnadu Scenario***

In the state of Tamilnadu about **8, 90,885** people have been affected by the tsunami. This includes the loss of 7981 human lives in 376 villages/ hamlets across the state. About 1, 25,000 houses have been fully or partially damaged and several crores worth of livelihood equipment destroyed. The financial loss to the state is pegged at 837 crores. The following table gives a district-wise breakup of the damage assessed in Tamilnadu.



**Graph. 3. District-wise details of impact on population in Tamilnadu**

Sl. No.	Districts affected	No. of Villages/ Kuppams affected	Population affected	Houses/ huts damaged	No. of Human Lives Lost	No. injured
1	Chennai	24	65322	17722	206	52
2	Kancheepuram	74	100000	9500	128	22
3	Tiruvallur	6	25600	5000	28	0
4	Cuddalore	51	99704	12000	606	214
5	Villupuram	33	78240	11112	47	73
6	Nagapattinam	73	196184	36860	6023	1922
7	Tiruvarur	0	0	0	14	356
8	Thanjavur	23	24000	0	24	356
9	Kanniyakumari	33	187650	31175	817	329
10	Thoothukudi	23	13072	1084	3	
11	Tirunelveli	10	27948	630	4	0
12	Ramanathapuram	1	6815	6	6	0
13	Pudukottai	25	66350	1	15	0
	Total	376	890885	125090	7921	3324

### ***Study area Scenario***

#### **Loss of life**

In the 30 villages/ hamlets assessed for the evaluation study, the loss of life is estimated at about 4000 and the affected population is nearly 72639. The tsunami came at a time when in most of the fishing communities, the fishermen had returned from the sea and as customary, the womenfolk were auctioning the days catch. In more than 60% of the communities interviewed, the casualties were predominantly women and children.

In some of the villages interviews also revealed that, faced with the situation of rescuing either of their children, most of the villagers had chosen to save the male child. Although exact estimates are not available for the communities interviewed, in some cases causality of female children was more than that of male children

### Loss of property

Nearly 54 crores worth of property (both dwelling units as well as household articles) were destroyed in the communities interviewed. About 7273 dwelling units were damaged partially or fully. In many of the communities poor fishermen lived in groups in a single dwelling unit. Therefore actual number of families affected is often more than the number of houses damaged.

### Damage to livelihood

About 48 crores worth of fishing equipment have been lost or damaged in the tsunami in the communities interviewed. This assessment includes boats (2084 catamarans, 1261 fiber boats and 769 launchers) along with nets. Proper assessment of damage to other support infrastructure for packaging and transport of fish could not be done within the timeframe.

Besides this, in Vettaikaraniruppu village of Nagapattinam district, damage to livelihood was in the form of damage to agriculture land and crops caused by the ingress of saline water. Crops of cashew nut, groundnut and palm were extensively destroyed. However not quantifiable assessment of value of damage is not available.

### Damage to community level infrastructure

The affected settlements were largely of lower income strata and did not have capital intensive infrastructure. However the most critical damage was to sources of water supply. These became saline due to inundations of sea water. Most of the settlements did not have access roads or sanitation facilities prior to the tsunami. Some settlements like Melmanakudy (Kanchipuram district) became completely off accessible limits as the bridge connecting it to the mainland broke in the tsunami. Electricity supply was disconnected immediately after the tsunami.

## ***3.2 Interventions in Rescue, Relief and Rehabilitation***

### **3.2.1 National Scenario**

#### ***International response to Tsunami in India***

The information related to the aid received for the tsunami victims was gathered from the United Nations OCHA website (<http://ocha.unog.ch>). The website presents the amount that was received from various donors through different appealing agencies and bilateral agreements. It has also been indicated that out of the 94 commitments only three have been reported as paid contributions.

The following information has been compiled from that presented in the said website:

**Table. 2. International fund flows to India post-tsunami**

<b>Donor</b>	<b>Funds Received (USD)</b>	<b>Predominant Purpose</b>
Canada	\$5,179,671	Humanitarian response and relief
United Kingdom	\$5,305,634	Restoration and recovery of livelihoods
Sweden	\$872,939	Healthcare and relief
ECHO (European Commission)	\$4,198,203	Humanitarian aid, counselling and restoration of livelihood
United States	\$5,579,875	Restoration of livelihoods, infrastructure and counseling
Private	\$52,700,074	Disaster response and relief
Others	\$6,344,696	Restoration of livelihood and infrastructure, humanitarian assistance, relief and rehabilitation
<b>Total</b>	<b>\$80,181,092</b>	

Bilateral agreements took place between Canada, United Arab Emirates, Malaysia, Lao, Korea, Denmark, Hungary, Greece, United States and Switzerland. The Indian agencies that appealed for aid were EXNORA, Voluntary Health Association of India, Disaster Mitigation Institute and India Red Cross; whereas, some of the International agencies included CARE, World Vision, Save the children, OXFAM, Christian Aid, ACTIONAID, CONCERN, British Red Cross Society, Help the Aged and GOAL. The figures show that even though almost 95% of the funds were collected from international NGOs, 2% had been collected from the Indian NGOs.

**Table. 3. Percentage composition of fund flows to India**

<b>Recipients of Funding</b>	<b>Funds Received (USD)</b>	<b>%</b>
Bilateral Agreements	\$1,960,824	2.45%
International NGOs	\$76,431,325	95.32%
Indian NGOs	\$1,788,943	2.23%
<b>Total</b>	<b>\$80,181,092</b>	

### ***Government of India initiatives***

At the national level, a number of steps were taken. The Ministry of Home Affairs was designated as the nodal agency for coordinating relief in the affected states and union territories and formed a control room with a help line for the public. In addition, a National Crisis Management Committee was established under the chairmanship of the Cabinet Secretary. This Committee reviewed relief efforts by the Cabinet Committee of Ministers under the chairmanship of the Prime Minister together with secretaries of the relevant ministries/departments and chiefs of the armed forces. It has drawn up an emergency plan for relief efforts in the affected areas. A National Crisis Management Group was formed under the chairmanship of the Secretary, Border Management and teams of representatives of various ministries led by a Joint Secretary, Ministry of Home Affairs, visited the affected states. Individual ministries also undertook ministry-specific efforts.

A sum of Rs.9,045.02 crores has been estimated as the total expenditure that will be required for the entire reconstruction process. The following figures, which have been evaluated by the Planning Commission, show the sector-wise expenditure break-up for each of the states that have been affected by the tsunami.

**Table. 4. Estimates of total expenditure required post tsunami (in crores)**

Sr. No.	UT/ State/ Gol	Housing	Fisheries & Livelihood (*)	Agriculture & Livelihood	Ports & Jetties	Roads & Bridges	Power & ICT	Water & Sewerage	Social Infra & Welfare	Envt & Coastal Protection	Tourism	Misc.	TA	Total
1	Tamil Nadu	2,178.00	577.02	32.88	74.70	954.20	28.51	50.58	180.77	8.00	5.52		120.00	4,210.17
2	Kerala	45.54	232.82	7.83	44.02	125.51	83.00	125.00	175.85	432.18	100.00	100.00	40.00	1,511.75
3	AP	7.80	27.66	-	-	42.00	-	55.65	1.00	4.00	-		5.00	143.11
4	Pondicherry	127.55	33.02	4.01	75.00	75.15	6.90	4.50	9.25	152.71	-		15.00	503.08
5	Andaman & Nicobar Islands	655.50	176.05	404.73	268.74	173.15	300.00	37.02	233.52	231.7	76.50	50.00	70.00	2,676.91
	<b>Total</b>	<b>3,014.38</b>	<b>1,046.57</b>	<b>449.45</b>	<b>462.46</b>	<b>1,370.01</b>	<b>418.41</b>	<b>272.75</b>	<b>600.39</b>	<b>828.59</b>	<b>182.02</b>	<b>150.00</b>	<b>250.00</b>	<b>9,045.02</b>

The following table shows the total amount of funds received from the World Bank, Asian Development Bank (ADB), the International Fund for Agricultural Development (IFAD) and the central government (Rajiv Gandhi Package) in relation to the total requirement of funds. For instance, it can be seen that the resources received for livelihoods is in surplus to what is required.

	<b>TOTAL RQMNT (1)</b>	<b>World Bank (2)</b>	<b>ADB (3)</b>	<b>IFAD (4)</b>	<b>Rajiv Gandhi Package (5)</b>	<b>State Plan (6)</b>	<b>Resources already tied up (7=2+3+4+5+6)</b>	<b>Funding Gap (1-7)</b>
<b>Housing</b>	<b>3,014.38</b>	1,681.04			752.30		2,433.34	581.04
<b>Livelihoods [Fisheries &amp; Agriculture]</b>	<b>1,496.02</b>	257.98	292.58	131.40	824.82		1,506.78	(10.76)
<b>Ports &amp; Jetties</b>	<b>1,237.69</b>		113.44				113.44	1,124.25
<b>Roads &amp; Bridges</b>	<b>1,370.01</b>	48.18	108.62				156.80	1,213.21
<b>Power &amp; ICT</b>	<b>418.41</b>						0.00	418.41
<b>Water &amp; Sewage</b>	<b>272.75</b>	43.80	151.11				194.91	77.84
<b>Social Infrastructure</b>	<b>600.39</b>	53.44	64.82		29.89		148.15	452.24

	<b>TOTAL RQMNT (1)</b>	<b>World Bank (2)</b>	<b>ADB (3)</b>	<b>IFAD (4)</b>	<b>Rajiv Gandhi Package (5)</b>	<b>State Plan (6)</b>	<b>Resources already tied up (7=2+3+4+5+6)</b>	<b>Funding Gap (1-7)</b>
<b>Environmental &amp; Coastal Protection</b>	<b>828.59</b>	119.57					119.57	709.02
<b>Tourism</b>	<b>182.02</b>						0.00	182.02
<b>Social &amp; Municipal Infrastructure</b>			144.54				144.54	(144.54)
<b>Misc</b>	<b>150.00</b>						0.00	150.00
<b>TA</b>	<b>300.00</b>	110.82	22.78				133.60	166.40
<b>TOTAL</b>	<b>9,870.26</b>	<b>2,314.83</b>	<b>897.89</b>	<b>131.40</b>	<b>1,607.01</b>	<b>278.00(#)</b>	<b>5,229.13</b>	<b>4,641.13</b>

An amount equivalent of US\$115 million was allocated to the affected states and union territories from the National Calamity Contingency Fund (NCCF). Other funds have also been announced<sup>2</sup>.

**Table. 5. Allocations under NCCF for each of the affected states**

<b>State</b>	<b>Allocation in USD (million)</b>
Tamilnadu	57
Kerala	23
Andhra Pradesh	27
Pondicherry	8
<b>Total</b>	<b>115</b>

In recognition of a transition from relief to reconstruction, the GOI is now focusing mainly on preparing a comprehensive framework for rehabilitation and recovery. At the national level, the Planning Commission has the central responsibility for the recovery and rehabilitation phases. State Governments are responsible for implementation of recovery programmes.

**State and UT Governments** The respective Chief Ministers directed the officials of the Revenue Department under the Relief Commissioner to coordinate search, rescue and relief efforts through the District Collectors with assistance from the police, fire and rescue services, medical and health services and other associated departments. The state Relief Commissioners opened control rooms to disseminate information to the public and state government web sites relating to tsunami rescue and relief operations. Supported by the army, navy, air force and coast guard and senior civil servants deputed to affected areas, the district administrations identified and disposed off the dead, removed debris, rescued and moved people to safer locations, worked to prevent an outbreak of

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<sup>2</sup> These include the Prime Minister's National Relief Fund (which announced an ex-gratia payment of Rs. 100,000 or US\$ 2,300 per fatality) and the Indira Awaas Yojana (IAY) for rural housing for FY 2004/2005.



epidemics and restore basic services such as power and water. In addition, relief camps were opened. In Tamil Nadu 44,207 people were placed in 58 relief camps. In Kerala 24,978 people were placed in 29 relief camps. In Pondicherry 48 relief camps were opened. In Andhra Pradesh, 65 relief camps were opened. All the camps in the above states have since been closed and their inhabitants have returned home.

The State and UT Governments have also made available financial assistance and relief material to families of the deceased and the injured and announced house repair subsidies. However, resettlement issues are still under active discussion, particularly in the context of the interpretation of the provisions of the Coastal Zone Regulation with regard to settlements along the coastal line.

**NGO/civil society response:** Community members, private individuals and non-governmental organizations (NGOs) responded to the needs of the affected states and UTs. NGOs operating in the sectors of health, psychosocial counselling, shelter, sanitation and water, education, livelihood and environment include agencies such as World Vision India, CARE (India), Catholic Relief Services (India), Project Concern International, Echo, Oxfam, Dhan Foundation, League for Education and Development, Tamil Nadu Voluntary Health Association, Jesuits in Social Action.

**Private sector response:** The affected areas have received corporate donations and relief material on an unprecedented scale. UNDP estimates that the corporate sector in India may have contributed more than US\$ 8 million in cash, food and medicine, emergency relief supplies and other humanitarian services. Indian companies, including established business houses, banks, insurance, medical and IT companies and public sector entities, have already contributed over Rs. 400 million (US\$ 9.2 million) to the Prime Minister's National Relief Fund and have also provided donations to established relief NGOs like Oxfam, CARE and the Dhan Foundation. In addition to corporate calls for employee donations, there have also been calls for corporate donations from the chambers of commerce and industry. Fundraising efforts by sports and media persons have also taken place.

### **3.2.2 Tamilnadu Scenario**

#### ***Commitment of funds***

The following is the detail of fund flows from the Government of Tamilnadu aggregated from their website.

**Graph. 4. Detail of fund flows from the Government of Tamilnadu**

Amount sanctioned and disbursed in USD (million)		
Sector	Amount sanctioned	Amount disbursed till date
Ex-gratia for kin of deceased	15.3	15.1
Other relief measures	57.1	DNA
Resettlement of vulnerable groups	0.3	DNA
Infrastructure reconstruction	175.8	DNA
Fishing sector	102.7	50.2
Permanent housing	14.8	DNA
Temporary Shelter	9.1	3
<b>Total</b>	<b>375.2</b>	<b>68.3</b>

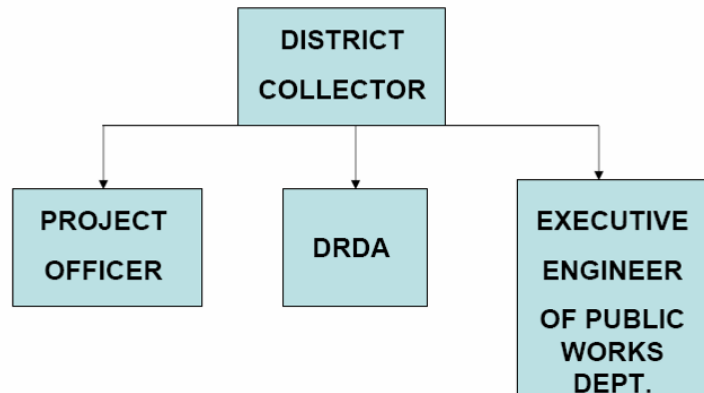
*DNA: Data not available*

***Policy and Institutional framework by Government of Tamilnadu***

The government of India took immediate action to disburse rescue and relief measures to the affected communities. In high alert areas like Nagapattinam the government was quick to deploy military forces for rescue operations.

A high power committee was setup to steer operations and channelized local and international funds. The Government Agencies involved Ministry of Home Affairs, Special Commissioners & Govt. of affected states, Commissioner of Chennai, Commissioner of Revenue Administration, Chennai-5, District Collectors of 13 Districts : – Chennai, Cuddalore, Kancheepuram, Kanniyakumari, Nagapattinam, Pudukottai, Ramanathapuram, Thiruvavur, Thanjavur, Thiruvallur, Thoothukudi, Tirunelveli, Villupuram,

The district collector was given the ultimate powers to channelized funds and relief material through village panchayats. The hierarchy of officials involved at the collectorate is as shown in the figure below.



The government in order to ensure certain standards and comprehensiveness in the allocation of relief and the reconstruction efforts, setup a coordination policy for NGOs. The following are some of the norms to be followed.

- NGOs, corporates need to send their respective participation plans to the respective district collectors
- Govt. examined relevant criteria and procedure to be followed for inviting such public private partnership efforts on a large scale
- Need to select a particular habitat with the aim of providing permanent housing, livelihood, rehabilitation, community infrastructure such as roads, water supply, schools, health facilities, noon meal center etc for the entire habitation chosen
- Each NGO/corporate is free to choose any habitation as long as they cover a minimum of 50 families
- The Collector will have the proposal verified and accept/reject the same, decision of Collector is final
- Once such a proposal is identified and accepted by the collector, the proposal will be given to concerned village Panchayat for passing a resolution accepting the same
- The District Committee may also nominate a third party agency for quality audit
- A model Memorandum of Understanding, type design of the houses, and eligibility guidelines for the agencies will be finalized separately by the Special Commissioner and Commissioner for Revenue Administration immediately
- The participating agency will enter into an MoU with the Collector of the respective district before commencing the project

- Any project proposal to be eligible to be considered under this scheme has to be above Rs.75lakhs (\$175,000) for 50 families and it should cover the various components of the project as indicated.
- There could be a local variation in cost and the Collector is empowered to accept proposals with smaller valuation if the broad principles mentioned above are followed

### ***Other coordination efforts***

#### **UNDP initiative of coordinating NGOs**

The Tamilnadu Tsunami Resource Centre (TNTRC) Chennai is a state level resource centre for post tsunami recovery planning and effective coordination. The mandate of TNTRC is to put in place appropriate coordination mechanisms among all stakeholders, exchange of knowledge and information sharing to support recovery and reconstruction strategy at the state level. It is a joint initiative of the United Nations Recovery Team and NGOs. It aims to complement Government of Tamilnadu (GoTN) efforts and supports recovery planning in Tamilnadu.

The TNTRC is steered by an Advisory Board representing United Nations Development Programme (UNDP) and five of the major contributing organizations/donors, one representative each from the GoTN, the civil society and the private sector. The advisory board is chaired by UNDP; other partners include NGOs like Oxfam, Save the Children, World Vision, Catholic Relief Services and Caritas India.

#### **Initiative by SIFFS**

TRINet stands for Tsunami Rehabilitation Information Network. It was set up as a response to the broad information requirements in the state of Tamilnadu for tsunami rehabilitation and reconstruction phases to help in sharing information between different groups working on various aspects in the different districts of the state.

TRINet was initiated by SIFFS: South Indian Federation of Fishermen Societies, ICSF: International Collective in Support of Fish workers and the Bhoomika Trust in March 2005. TRINet's office is located in Chennai, the capital city of the State of Tamilnadu.

Currently the members of TRINet include the NGO Coordination and Resource Centre in Nagapattinam, Auroville Tsunami Rehabilitation Knowledge Centre and the Kanyakumari Rehabilitation Resource Centre, Nagercoil.

### 3.2.3 Study area Scenario

#### ***Type classification of different agencies that contributed to rescue, relief and rehabilitation measures***

Various government agencies as well as civil society agencies responded to the call for help. Flash appeal also generated large amounts of international funding. The people also contributed large sums of money. This was channelized to the affected people in the rescue, relief and rehabilitation phases through government agencies, local NGOs (national and local), international NGOs, Self help groups, Corporate and individuals who contributed in different measures in the post tsunami situation.

#### ***Rescue & Relief***

In the initial phases people were rescued and temporarily given shelter in nearby schools and temples. This phase lasted for about a week to a fortnight. 80% of the help at this stage was given by the panchayat heads and individuals, where the former helped in transporting people to safe locations while the latter helped in rescue operations, as well as providing of shelter and food packets. The help extended by individuals has been widely acknowledged although there is insufficient documentation of the same.



While temporary shelters had to be constructed, the government provided for land and NGOs constructed the structures. Bitumen sheet structures are most commonly found. However as these are unsuitable in tropical weather; some local NGOs stepped forward to fund for thatch to cover the roof tops of the shelters. Electricity was often paid for by the village administration.

The NGOs also constructed sanitation facilities for men and women. However issues of gender sensitivity in their design are often deliberated about. 95% of the temporary settlements had water tanks provided by UNICEF. In the provision of temporary shelters, people have been largely satisfied with the quality of work of international NGO's like world vision.

Other relief measures like cash doles, subsistence material etc was largely taken care of by the government<sup>3</sup>. Sustenance allowance of Rs.1000/- and 30 kg of rice, provisions, kerosene etc., valued at Rs.526/- per month for each family for 3 months from February to April 2005 to the all affected families was given in the 30 villages interviewed. Initial cash doles of Rs.4000/- to those who lost their huts were also given. An ex-gratia payment of Rs.1 lakh per dead person from Chief Minister's Public Relief Fund and Rs.1 lakh from the PM relief fund was also given. There has largely been equity in distribution of the above. However in the distribution of sustenance allowance, eligibility was on the basis of 'Thalakattu count' (number of head of families). Therefore in 85% of the villages widows were not given an equal share of relief material provided both by the government and by other NGOs. NGOs often contributed in the form of necessities such as soaps, fans, cupboards etc.

It was extremely difficult to assess the aid provided by the NGOs. Assistance by NGOs was extremely heterogeneous in space, time, quantity and quality. Some villages got a lot of aid, whereas others did not. Some NGOs were constant in their engagement, others were not. Large quantities of clothing, or food or material flooded some villages to the extent that the aid was useless for the populations. Finally, some NGOs were very aware of the quality of the services they delivered, whereas others were not.

### ***Rehabilitation measures***

The affected families were to obtain houses by registration of families at the district collectorate. Reconstruction measures were coordinated and done through the joint efforts of the government and NGOs. Here the government

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<sup>3</sup> For details of GOs by Government of Tamilnadu and other compensation refer annexure

would provide land and the NGOs, labor and materials for the construction of houses. In none of the villages assessed, did the victims come forward to participate in the reconstruction activity as they were unskilled for the work.

As already stated often the number of families affected far exceeds the actual number of dwelling units damaged. This is because many poor families lived in groups in one dwelling unit prior to the tsunami. Therefore some rehabilitation measures see this as an opportunity to provide each family with a house at the time of reconstruction.

However in many villages the concept of Tsunami marriages is prevalent. Within the affected communities there has been a sudden increase in the number of marriages (sometimes without consideration of the law against marriage of minors). This was done to procure more number of houses at the time of reconstruction as the married couple would be counted as a separate family.

These houses were constructed along with individual sanitation units often with community consultations as per the minimum standards set by the revenue administration, disaster management and mitigation department.

Priority infrastructure such as access roads, bridges and construction of barracks have been taken up by the government. Other physical and social infrastructure pertaining to each hamlet or village will be taken up by NGOs eventually. (The reconstruction phase is in progress)

### ***Livelihood restoration***

90% of the communities interviewed were predominantly involved in the fishing activity. This includes fishing, fish hawking, packaging, processing, storage and transportation of fish. Of these, those involved in fishing are the most organized of all sectors. Therefore this sector has been able to quickly obtain help in the form of replacement of boats and nets, storage boxes etc.

Micro-enterprises and daily wage laborers dependent on fishing have suffered a major setback, but in the absence of organized networking they have not been suitably compensated. Also the former provides the means to show a tangible product at the end of compensation unlike the latter for the agency involved in livelihood restoration.

Most of the villages have received more boats than that lost (largely catamarans have been replaced by fiber boats without consideration of ecological hazards). Since a large number of local and international NGOs came forward to replace boats and nets most of the communities did not avail of the help extended by the government (part subsidy and part loan) (refer annexure for details)

### ***Community level organizational framework***

In each settlement about 4 to 6 interviews were conducted. Often these were not of households but of groups of people. Where ever possible local heads, heads of SHGs and other important people in the communities were interviewed. Of the 30 villages we interviewed only 1 village (Vettaikaraniruppu in Nagapattinam district) had agriculture as their predominant livelihood activity. The fishing communities are more or less homogeneous and include many different sub-castes (Meenavar – Chettiar, Meenavar – Nadar, Meenavar – pattinathar and Meenavar – Vanniar are found in the Coramandel coast/ east coast while Meenavar – Roman Catholic Christians are found in the southern coast of the Kanyakumari district).



Along the Coramandel coast in the fishing community the divide in the spatial grouping is between fishermen and fishing labourers who are primarily schedule caste (Parayars). While the fishermen live near the sea, the fishing labourers live inland. In all these communities the 'kuppam thalaivar' (Leader of the hamlet) is the deciding authority and often represents the community in the panchayat/ village level administrative forums. It is through them that relief has been distributed in the villages. In the villages of the Coramandel coast both the male and female members of the family are dependent on fishing for their sustenance. While the male member goes out into the sea for fishing, the female members auction the fish early in the morning or go out to nearby market places to sell them. In some villages it was observed that the female causality is excessively high as the women were auctioning fish at the time of disaster.

In Kanyakumari district, where the affected communities are Roman Catholic Christians, each settlement is administered over by a Parish priest. Small groups of 40 families form an 'Anbiyam' (colloquially used to describe a group). These Anbiyams are represented at the church by an Anbiyam leader. All relief material is disbursed by the Parish priest to the Anbiyam head who in-turn distributes them to the people.



### Stages and actors

	1 month	6 months	till date
Actors	Emergency	Relief	Rehabilitation
Government	Rescue operations	sustenance ration	Land for permanent shelters
	Cash doles	land for temporary shelters	loans for fishing equipement
	food packets		construction of physical infrastructure
Local NGOs	Rescue operations	Temporary shelter	Vocational training programmes
		food packets	Education assistance
		household goods	construction of permanent houses
		psycho-social care	Donation of fishing equipement
		medicines	
International NGOs		Temporary shelter	Vocational training programmes
		household goods	Education assistance
		psycho-social care	construction of permanent houses
		medicines	Donation of fishing equipement
Self help groups		food packets	Loans for livelihood restoration
Corporate			construction of permanent houses
			Donation of fishing equipement
Individuals	Rescue operations	household goods	Vocational training programmes
	food packets	psycho-social care	Education assistance
		medicines	

### 3.3 Insights gained from local responses

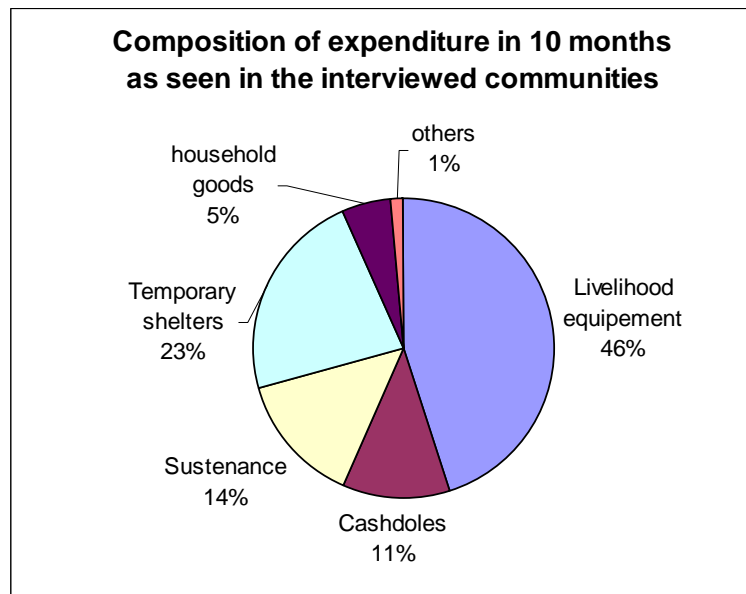
The affected population returned from temporary shelters in schools, temples and other places within 2 weeks of the event. There after they were given relief in various forms. Numerous agencies came forward to participate in the relief

works. Although initial efforts were uncoordinated, coordination efforts of the government of Tamilnadu and the UNDP initiative helped in the disbursement of systematic relief. At the outset one could say that most of the affected people have received help in one or more forms.

### ***Relief received till date***

From the interviews it was seen that of the total money spent in the first 10 months, about 46% came as livelihood equipment, provided mostly by international and national NGOs. About 10% came in form of cash doles<sup>4</sup> mostly provided by government agencies.

**Graph. 5. Sector wise allocation of total value of relief received till date**



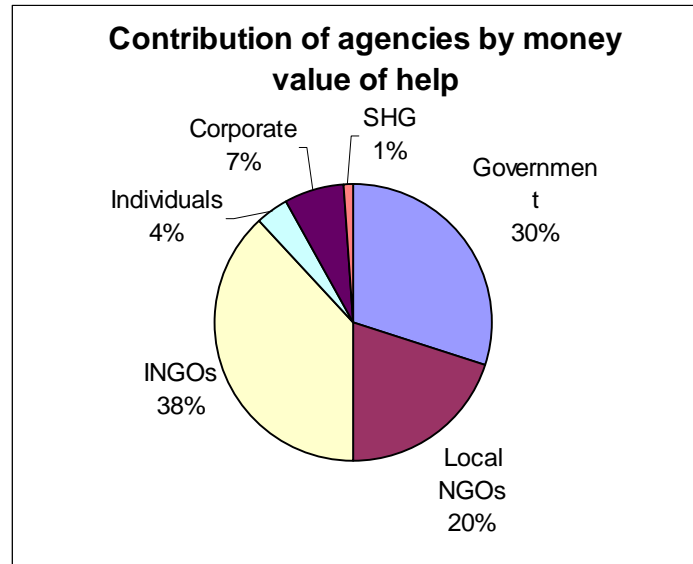
The total value of help received can be pegged at about 56 crores in the communities interviewed. Of this 38% has been contributed by international

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<sup>4</sup> This refers to Rs. 4000/- cash doles disbursed to all affected families immediately after the tsunami. It does not include the ex-gratia amount of Rs. 2, 00, 000/- sanctioned by the state and central government.

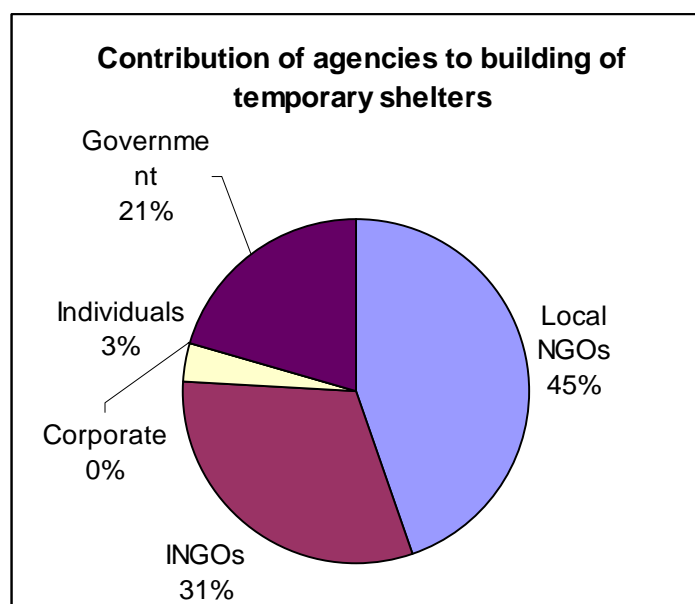
NGOs like World Vision, CARITAS etc. They have largely provided fishing equipments and construction of temporary shelters. The local NGOs have contributed to about 20% of the total amount spent. The nature of help extended include education, psycho-social care, training in alternate sources of employment, provision of temporary shelters and other house hold goods. Although the work of individuals was largely appreciated the value of help in money terms is not much because they helped with immediate requirements and in the rescue stage.

**Graph. 6. Agency wise contribution of relief**



In the construction of temporary shelters percentage contribution of different agencies is as shown in the graph 6. Major share of the reconstruction has been made on government land by local and international NGOs. About 16,000 families were affected in the study area alone. Often temporary shelters required were more in number than the affected households. Bitumen sheet structures were seen all along the coastal area of the state of Tamilnadu. In some communities thatch was also used. In Chemincherry kuppam of Kanchipuram district rows of temporary shelters were lying vacant as the location was unsuitable for the fishing community for whom proximity to the sea is an important criterion for settlement.

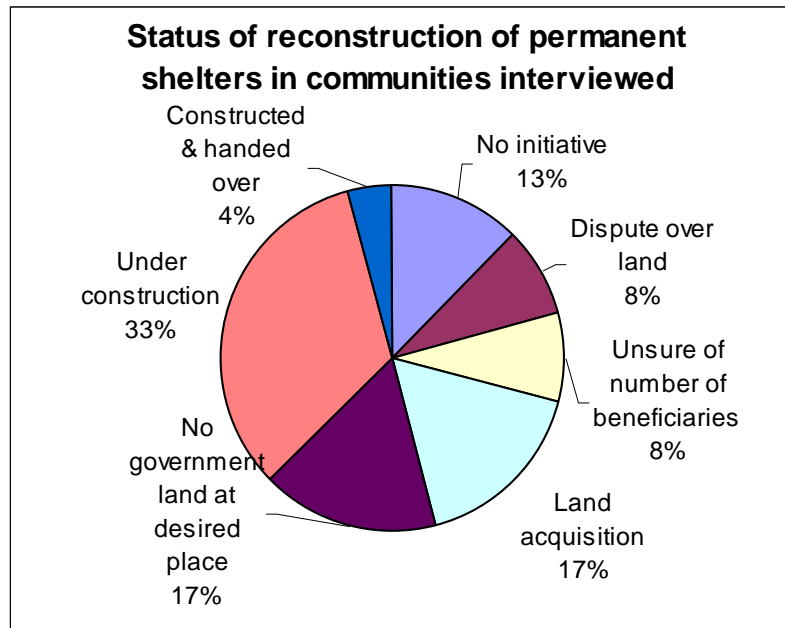
**Graph. 7. Contribution of agencies to construction of temporary shelters**



***Rehabilitation and livelihood restoration till date***

In the reconstruction of permanent shelters, the local or international NGO enters into an agreement with the government, where the government provides for the land and the NGO constructs the houses. Often the community is asked to pay a percentage share of the cost. Of the 12 villages where work is in progress 65% of the shelters are being constructed by international NGOs and 35% by local NGOs. Only in 2 villages were module houses built without community consultations. In the others sample houses were built and alternative prototypes were discussed with the community. In about 4 villages, land acquisition is in progress and the communities have been shown drawings of the housing models along with plans of other community infrastructure.

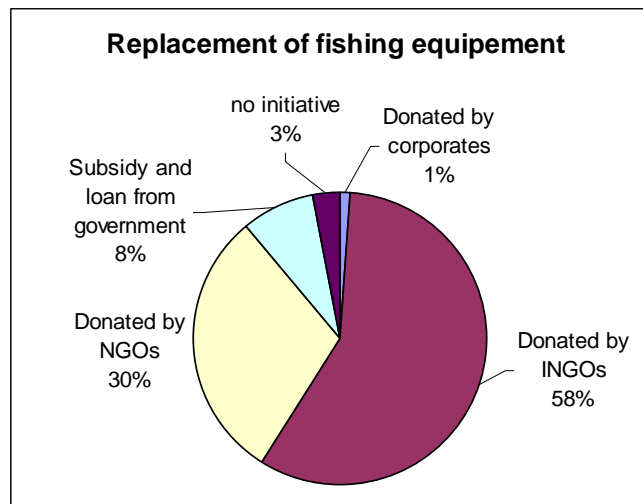
**Graph. 8. Stage of reconstruction of dwelling units**



30% of the communities have received boats in excess of what was actually lost. In many cases catamarans have been replaced by fiber boats. Boats owners' have had their boats replaced and those working as fishing labourers have been given 1 boat for every 5 labourers. The relief and livelihood restoration process is not very homogeneous across the study area. In the highly affected areas of Nagapattinam district one often encounters communities which have been flooded with relief and white goods for their homes, while in other hamlets there are cases where the prime needs of certain vulnerable groups have been totally disregarded.

In most cases where lost and damaged boats have been documented, the government provided aid in the form of subsidy and loans. But only 8% of the communities interviewed have availed of this provision as the others await or have received, the free goods distributed by NGOs

**Graph. 9. Percentage contribution of agencies in provision of fishing equipment**



Focus has been largely in the restoration of livelihoods of the fishermen. The other affected sectors include farmers whose land have been rendered saline by the inundations, daily wage laborers of fishing and fishing related activities like processing, packaging and transporting of fish and other micro-entrepreneurs. The fishing community being more organized has been able to siphon the larger share of funds allocated for livelihood restoration

#### ***Total value of self help generated (cash, goods, labour)***

The communities interviewed participated initially in the rescue operations after the panic stage had subsided. In many hamlets external help came only 2 to 4 days after the event. After this the research team has not come across any instances of self help generation either in cash or kind in the communities interviewed.

The distribution of relief material in most cases was done by the administrative heads through the leaders of the hamlet. There are no examples of participation of the affected communities either in distribution of relief or construction of temporary shelters.

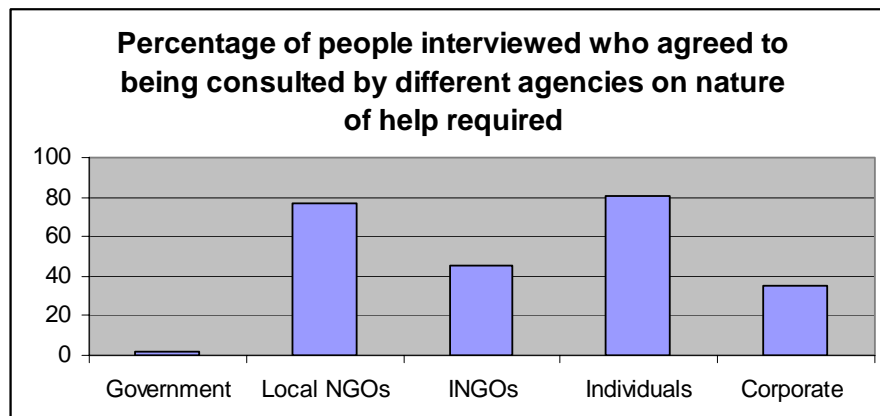
In 4 villages the NGOs who contributed to reconstruction of permanent shelters asked for community contribution in the form of labour for construction work. But this did not work out as the fishermen community was unskilled for the job.

#### ***Community consultations and satisfaction levels in relief and rehabilitation***

There has always been a trade off between speed and public participation, which severely affects the effectiveness of response. Public opinion changes in different phases and transparency and upto date information supply are essential in these situations. It is essential that the community participates at every stage

of relief and rehabilitation to ensure effectiveness of the action. Often context and culture specific points are missed out where community is not consulted.

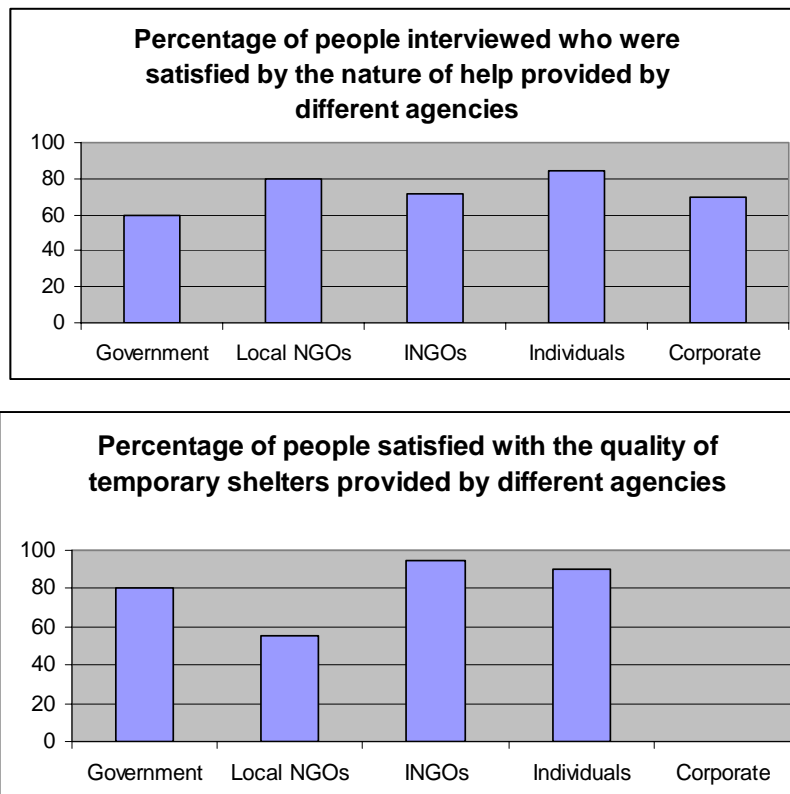
**Graph. 10. Levels of community consultation**



From the graph it is seen that the local NGOs and individuals were able to have a continuous interface with people and consulted them most often on the nature of help required. Often the help extended by these two agencies are perceived as most effective and useful.

The levels of satisfaction with the contribution of different agencies, in the overall disbursement of relief and in the construction of temporary shelters are directly correlated to the extent of involvement of the community. It is seen from the graphs that the satisfaction levels in the help from local NGOs and individuals is the greatest in the overall distribution of relief. However international NGOs score over these two in the construction of temporary shelters as the quality of work of the later far exceeds that of the former.

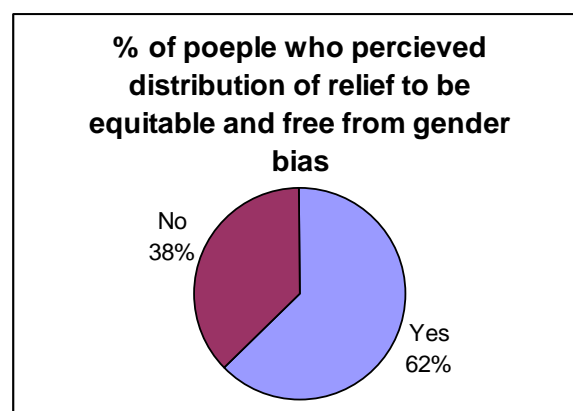
**Graph. 11. Level of satisfaction**



### ***Equity of distribution & Gender bias***

People largely perceived distribution of relief to be equitable and free from gender bias. However in some communities it was observed that widows and single women did not receive equal aid.

**Graph. 12. Status of equity and gender bias**





## **CHAPTER. 4 Analyzing effectiveness of responses in the post tsunami situation**

### **4.1 Comparing volume of fund flows from different agencies**

Details of fund flows from various sources have been discussed in the previous chapter. These however are not found from single data sources and therefore extremely complex to correlate with each other. Chances of multiple counting of funds from a particular source are also high. Quite often funds sanctioned or budgeted for tsunami work may be available at multiple sources but the scope of this work does not allow us to make verifications at the grassroots level. While qualitative information may be generated from field surveys quantifying sources of funds is an extremely difficult task in the absence of a comprehensive and continually updated database.

<b>Comparison of fund flows (USD Million)</b>	
International funds	80.18
World Bank	528
ADB	204.9
IFAD	30
GOI	545.3*
Locally generated	Data Not Available

*\* Funds received under NCCF, Rajiv Gandhi package & state plan*

The above table is a consolidation of fund flows from different sources. However the information is inadequate to arrive at a conclusion on the percentage share of contribution from different sources in the absence of reliable data on funds generated from local sources (individuals, local NGOs, etc)

### **4.2 Characterizing responses from different agencies**

This part of the chapter analyses field experiences based on certain characteristics of responses. Under each head an attempt is made to analyze nature of response in the rescue, relief and rehabilitation stage.

#### **4.2.1 Timeliness**

Immediately after the event it is the work of individuals that is most appreciated in the rescue operations. Small groups of individuals, not necessarily belonging to any organization, found their way to the affected areas and helped in transporting people to nearby places of safety such as schools, marriage halls and temples. In Nagapattinam district alone there is information of help from military sources. Some other volunteer groups like RSS and other religious groups have worked in parts of Cuddalore and Nagapattinam. In some other places external help in rescue operations have come in as late as 4 days. In the relief and temporary rehabilitation phase it is the work of local NGOs that have been timely. International NGOs came in at a later stage and are more involved in livelihood restoration and reconstruction.

#### **4.2.2 Adequacy of help**

Both the local NGOs and individuals have not been able to coordinate relief efforts and fall short of fulfilling the needs of a particular settlement or sometimes lead to duplication of relief contributions. In this case, in the absence of a proactive local or village administration, there have been multiple instances of misappropriation of relief material. The attitude is that instead of inequitable distribution of relief material, they may not be distributed at all. The international NGOs on the other hand, although late in their interventions were able to ensure adequacy in their contributions. However there are numerous instances of excesses. In the relief phase, often communities were flooded with medicines and other goods which were of no use to them. In the livelihood restoration stage, as discussed earlier in this report, often the numbers of boats lost or damaged have been replaced in excess. In some villages when the NGOs fail to recognize priority needs of people, they have provided for extravagant white goods such as TV, table fans, wet grinders etc.

#### **4.2.3 Equity**

If an assessment is made on a macro level of the entire study area, interventions are not very homogenous. For example some communities in Kanyakumari (predominantly Christian community) have been adopted by international agencies. Often extravagant expenditures have been done in these places (beautifying the church, multiple housing units for families, distribution of white goods etc.), while in some other communities like those in Kanchipuram district, relief work has been minimal and barely meet the subsistence needs of people. However the affected communities being more or less homogenous in nature, no inequity is seen in distribution of relief within a community. The government interventions have by far been most equitable.

#### **4.2.4 Sensitivity to vulnerable groups**

As previously explained, the affected communities registered themselves at the district administration centers. Most of the relief material was routed through the collectorate, to the panchayat and then to the 'Kuppam Thalaivar' (local head). From here it was distributed in most communities along the Coramandel coast on the count of 'Thalakattu' (head of families). Therefore widows and old people were sometimes left out. Sometimes the community head gave them half of what would be given to a normal family.

There have been no special provisions for schedule castes and schedule tribes (Irula tribes, parayars etc). These people who are predominantly labourers have not had means to any compensation as they have not been directly affected by the tsunami, but were dependent on the fishermen for their survival.

#### **4.2.5 Gender sensitivity**

The post tsunami situation saw generous contributions from across the world. However most of the funding was intended for short term relief work to be utilized within 6 months to a year. Therefore the focus of agencies was speed of delivery. It was impossible to make sure of gender sensitive approaches in relief, rehabilitation and livelihood restoration. Isolated attempts are seen by some local NGOs at setting up of petty shops for widows.

Design deficiencies in temporary shelters and sanitation, making usage unsuitable for women have been discussed in detail by many women's groups. Sanitation should have been taken better care as ladies felt that their privacy was deprived of. Water was also not adequately provided in most of the temporary shelters. Hence the environment is very unhygienic around many temporary shelters. These issues were also evident in the presentation of freelance writer Chaman Raj. Her presentation outlined with relevant examples, how a theoretically sound project with its basic reference to the Minimum Standards set by the sphere project, met the target in terms of quantity but defeated its purpose by keeping the women isolated in terms of planning, site selection, and monitoring the construction of bathrooms, toilets and platform for washing clothes. A Gender blind approach made these facilities difficult to use.

#### **4.2.6 Appropriateness to socio-cultural context**

In the emergency phase many INGOs donated clothes and medicines. These were of no use as the clothes were inappropriate to the cultural context. Moreover in many cases the communities were offended by the distribution of old, used clothes. The distribution of sub-standard food grains and cereals by the government was condemned in some places. Although the fishing communities earn on a day to day basis, their expenditure is extravagant within their means and therefore are accustomed to comfortable lifestyles.

Disaster like Tsunami displaces large number of families. They are forced to live in shared temporary shelters, where the risk of exposure to diseases and infections like TSD & HIV is high. In this context the presentation by John Pakiraj (UN Volunteer; Kanchipuram and Villupuram district) as a part of the workshop organized by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study, discussed the importance of addressing the issue of Addiction and more importantly the problem of HIV infection. Addiction is a reality in the coastal area of Chennai as injecting equipments are shared. HIV infection among injecting drug users in Tamilnadu is 62.81%(Sentinel Surveillance TANSACS, 2003). Used syringes and needles are found in the temporary shelters in Chennai and the preliminary discussion with Youth and Women groups revealed the use of drugs and the practice of unsafe sex in the temporary shelters.

In the building of temporary shelters almost all the agencies; government, local NGOs & INGOs used bitumen sheets. There were two difficulties with this material. It was unsuitable in the local weather conditions and in many of the affected communities people had to use tarpaulin sheets over them to protect themselves from the heavy monsoon and in other places thatch was used over the roofing as bitumen sheets increased internal temperatures. These materials were provided by NGOs or bought for a price. In other instances bitumen being highly inflammable, rows of temporary shelters were burnt down in internal riots or accidents.



In the construction of permanent shelters often adequate land in safe proximity of the sea, on which livelihoods of the communities depended, were not available and compromise had to be made. However in the design of permanent residences both national and international NGOs largely ensured concurrence of the beneficiaries.

#### **4.2.7 Sustainability of livelihood interventions**

Predominantly livelihood interventions included donating of FRP boats and nets. As elaborated earlier in this report, the number of boats donated was sometimes 1.5 to 2 times in excess of the number of boats damaged or lost. This is environmentally unsuitable. Numerous reports have brought out figures indicating depletion of fish stock in the Indian waters because of over fishing. FRP boats unlike the traditional catamarans encourage deep sea fishing further aggravating the problem. Field experiences also revealed that many fishermen were caught fishing in the waters of neighboring countries.

A fisherman needs atleast 6 types of nets to ensure fishing in all seasons. Most of them have been replaced with only 1 or two types of net. This is a problem for most fishermen who have not been able to go out to the sea for more than 6 months after the tsunami.



Interviews also reveal that post tsunami fish catch has reduced drastically which scientists attribute to shifting and alteration of floor plates below the sea. No attention has been given to propagating sustainable fishing practices. Moreover attempts to diversify occupations have been inadequate and isolated. These include vocational training such as tailoring and handicraft items; which are of no real use as there is no follow up to establish an interface with the market or take

the process forward. These points were also deliberated upon in detail by Mr.Venkatesh Salagrama (SIFFS) in the workshop conducted by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study.

#### **4.2.8 Issues of quality and ethics**

In the last few months several media clips indicate misappropriation of funds meant for the tsunami by politicians, government officials, religious heads, local leaders and many others. At the onset it is evident that the total flow of funds generated mainly by flash appeal has been high and many sources of funding do not have adequate systems of accounting expenditure.

Site inspection also reveals that materials used for construction of temporary shelters are substandard in many places. Often local and religious heads are known to have apportioned part of the relief material for themselves. Despite this there has been adequate disbursement of relief. This clearly represents a case of excess.

The Self Help Groups have not been taken through a definite work pattern. Often the goal and ideology of a self help group has not been conveyed properly. There are instances where women's self help groups have distributed the seed capital amongst themselves and dissolved the group.

#### **4.2.9 Comprehensiveness of approach**

In each stage of the post tsunami aid process it is seen that the work agencies do not consider comprehensive long term strategies. Their help focuses more on immediate requirements and short term needs. No impact assessments have been made for the actions taken. The government has taken up the construction of barracks and other physical infrastructure to reduce vulnerability to disasters. However it is unable to monitor specific needs of the people.

It is quite clear that while local NGOs respond best to short term requirements of people, it is the international NGOs that possess both the skill base and funding sources for long term measures. The role of one may not be disregarded for the other. It is important for decision makers to understand and acknowledge this dichotomy of roles and allot responsibilities accordingly.

#### **4.2.10 Attitude to long term mitigative measures**

The study area is vulnerable to multiple disasters. Many communities interviewed had cyclone warning and shelter systems. Post tsunami various guidelines have been drawn by the government of Tamilnadu to ensure vulnerability reduction. Guidelines for rehabilitation and reconstruction of temporary shelter have been established by the department of revenue administration and disaster management and mitigation. The Coastal Regulation Zone guidelines have also been revised. Unfortunately enforcing systems have not been strengthened and awareness levels are low. In view of this, Professor SP Sekhar's presentation in the workshop conducted by Environmental Planning Collaborative and OXFAM in Chennai prior to the site study, discussed the impact of Tsunami on Cuddalore from planning perspective. He observed that the existing town and municipal planning system doesn't reflect the risk perception. That's because the planning process has been top down approach and far from the ground realities and hence fails to be helpful in preventing disasters. He suggested that planning should start from the local level with the active involvement of local institutions and panchayat members and with the technical support from state town planning authorities.

It is essential that a coordinated effort by government, local NGOs and international NGOs where each has a clearly defined role be in place to ensure success of mitigative measures. Besides community awareness and participation is of utmost importance.

## CHAPTER. 5 References

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## CHAPTER. 6 Annexure

### 6.1 Master Chart for selection of communities

The highlighted communities may be selected for community consultations

Village name	District	Community	NGO worked	Area of work
Jonaskuppam	Chennai	Fishing, Minority	DHAN	Livelihood
Kovallamkuppam	Chennai	Fishing, Minority	DHAN	
Thiruvanmayur Kuppam	Chennai	Fishermen	DRO, Chennai District	
Chellan kuppam	Cuddalore	-	ODTF	Resettlement
Cuddalore municipality	Cuddalore	Sonankuppam (Chettiars)		
Cuddalore municipality	Cuddalore	Singarathopu		
MGR thettai	Cuddalore		Action Aid	
Kalignar Nagar	Cuddalore	Irula tribes	SRED	Relief
MGR Nagar	Cuddalore	Irula tribes	SRED	Relief
Pudu Nagar	Cuddalore	Irula tribes	SRED	Relief
North Pichavaram	Cuddalore	Irula tribes	SRED	Relief
Sethu Kollai	Cuddalore	Irula tribes	SRED	Relief
South Pichavaram	Cuddalore	Irula tribes	SRED	Relief
Yenikaran thottam	Cuddalore	Irula tribes	SRED	Relief
Ambedkar Nagar	Cuddalore	Dalits	DHAN	
Pudukuppam	Cuddalore		Mata Amritanandamayi Mutt	
Kottaikadu	kanchipuram	Dalits	SRED	Relief
Rajanagar	kanchipuram	Dalits	SRED	Relief
Ambedkar Nagar	kanchipuram		SRED	Relief
Pallavan Nagar	kanchipuram		SRED	Relief
Indira Nagar	kanchipuram		SRED	Relief
Ilayanarkuppam	kanchipuram		SRED	Relief

	am			
Paniyur Periyakuppam	kanchipuram		SRED	Relief
Meyyurkuppam	kanchipuram		SRED	Relief
Meyyur Poigaikarai Colony	kanchipuram		SRED	Relief
Kottaikadu	kanchipuram		SRED	Relief
Kadapakkam	kanchipuram		SRED	Relief
Alamarakuppam	kanchipuram		SRED	Relief
Kolathur	kanchipuram	Dalits	SRED	Relief
Kanyakumari	Kanyakumari		Salvation Army	Relief, Livelihoods
Kanyakumari	Kanyakumari		Stella Mary's	Relief, PSV, Children
Kanyakumari	Kanyakumari		KSSS	Relief
Kanyakumari	Kanyakumari		Discipleship Centre	Relief, Livelihoods
Kanyakumari	Kanyakumari		PILLAR Hos.	Health
Kanyakumari	Kanyakumari		RUCODE India	Relief, PSV
Kanyakumari	Kanyakumari		OASIS	Relief, PSV
Kanyakumari	Kanyakumari		CSR	PSV
Kanyakumari	Kanyakumari		IDES	Children, Livelihoods
Kanyakumari	Kanyakumari		TRC	Livelihoods
Kanyakumari	Kanyakumari		SHANTHIDAN	Relief
Kanyakumari	Kanyakumari		VHAK	Relief, PSV
Kurumpanai	Kanyakumari		NIMHANS – CARE India	PSV
Arockiapuram	Kanyakumari	Salt making, daily wage labourers	SRED	Relief

Leepuram	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Thalaghu	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Putheri	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Peruvillai	Kanyakumari	Salt making, daily wage labourers	SRED	Relief
Sambasivapuram	Kanyakumari		Mata Amritanandamayi Mutt	
AZHILKKAL	Kanyakumari		Kemin Industries	
Paravaipet	Karaikal	Dalits	SRED	
T.R. Pattinam	Karaikal	Dalits	SRED	
Keelvanjurpet	Karaikal		SRED	
Keelacasagudi	Karaikal		SRED	
Poovam	Karaikal		SRED	
Nambiar nagar	Nagapattinam		IAHV	women Livelihoods
Akkaraipettai	Nagapattinam		IAHV	women Livelihoods
North Poigainallur	Nagapattinam		IAHV	women Livelihoods
Prathabaramapuram	Nagapattinam		Sarvodaya Rahat Abhiyan (Yusuf Meherally Centre)	Livelihoods
Kameswaram	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Vizhundhamavadi	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Vettaikaraniruppu	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Pudupalli	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Karuvelankadai	Nagapattinam		SRA (Yusuf Meherally Centre)	Livelihoods
Karuvelankadai	Nagapattinam	Damage to agri land		
Pappakoil	Nagapattinam	Damage to agri land		

Nagoor	Nagapatti nam	Damage to agri land		
North Palpannacheri	Nagapatti nam	Damage to agri land		
South Palpannacheri	Nagapatti nam	Damage to agri land		
Nagapattinam	Nagapatti nam	Damage to agri land		
North Poigainallur	Nagapatti nam	Damage to agri land		
South Poigainallur	Nagapatti nam	Damage to agri land		
Prathabharamapuram	Nagapatti nam	Damage to agri land		
Velanganni	Nagapatti nam	Damage to agri land		
Vilunthamavadi	Nagapatti nam	Damage to agri land		
Tirupoondi East	Nagapatti nam	Damage to agri land		
Vettaikaranirupu	Nagapatti nam	Damage to agri land		
Kovilpathu	Nagapatti nam	Damage to agri land		
Vellapallam	Nagapatti nam	Damage to agri land		
Nalavedapathy	Nagapatti nam	Damage to agri land		
Tiruvengadu	Nagapatti nam			
Keelaiyur	Nagapatti nam			
Melaiyur	Nagapatti nam			
Vanagiri	Nagapatti nam			
Tirumaullaivassal	Nagapatti nam		SRED	Relief
Keezhvanagiri	Nagapatti nam		SRED	Relief
Neithavasal	Nagapatti nam		SRED	Relief
Periamanikkapattu	Nagapatti nam		SRED	Relief
Valluvar Colony	Nagapatti nam		SRED	Relief
Madathu Kuppam	Nagapatti nam		SRED	Relief

Mel Muvakkarai	Nagapatti nam		SRED	Relief
Chandra padi	Nagapatti nam		SRED	Relief
Dharmakulam	Nagapatti nam	Agriculture	Covenant Centre for Development (CCD)	
Thuppurayapettai	Pondicherry		SRED	Relief
Kottucherryedu	Pondicherry		Development Alternatives	
Kilinjamedu	Pondicherry		Development Alternatives	
Karaikalmedu	Pondicherry		Development Alternatives	
Vairakuppam	Tiruvallur		SRED	Relief
Thoniroad	Tiruvallur		SRED	Relief
Anumathi Kuppam	Tiruvallur		SRED	Relief
Thirumalai Nagar	Tiruvallur		SRED	Relief
Veerapandipattinam	Tuticorin		SRED	Relief
Periya Thazhai	Tuticorin		SRED	Relief
Kamarasapuram	Tuticorin		SRED	Relief
Anna Nagar	Tuticorin		SRED	Relief
Kulasekarapattinam	Tuticorin		SRED	Relief
Manappadu	Tuticorin		SRED	Relief
Keelputhupattu	Villupuram	Pudu kuppam	Immaculate Heart of Social Service Society	Permanent housing
Keelputhupattu	Villupuram	Anichan kuppam	Billigraham Evelangilistc Association	Permanent housing
Keelputhupattu	Villupuram	Mudaliyar kuppam	Mysore Citizen Forum	Permanent housing
Koonimedu	Villupuram	Koonimedu kuppam	Hand of Hope	Permanent housing
Chettikuppam	Villupuram	Chetti Nagar	REAL	Permanent housing
Anumanthai	Villupuram	Anumanthai kuppam	SAMSSS	Permanent housing
Panichamedu	Villupuram	Keelpettai kuppam	SAMSSS	Permanent housing

Panichamedu	Villupuram	Komutti chavadi kuppam		
Marakanam (N)	Villupuram	Kaippani kuppam	Disaster Mitigation Institute	Permanent housing
Marakanam (N)	Villupuram	Vasavan kuppam	Disaster Mitigation Institute	Permanent housing
Marakanam (N)	Villupuram	Thazhankuda Alagan kuppam	Ariya Samaj	Permanent housing
Marakanam (S)	Villupuram	Ekkiar kuppam	VCDS	Permanent housing
Marakanam (S)	Villupuram	Mandavai pudu kuppam	Kalvikendra	Permanent housing
Marakanam (S)	Villupuram	Muttikadu kuppam		
Kottakuppam	Villupuram	Sothani kuppam	REAL	Permanent housing
Kottakuppam	Villupuram	Nadu kuppam	Luthirian World Service	Permanent housing
Kottakuppam	Villupuram	Thanthirayan kuppam	Samariton, Pondicherry	Permanent housing
Kottakuppam	Villupuram	Chinna mudaliyar chavadi kuppam	Auroville, Pondicherry	Permanent housing
Kottakuppam	Villupuram	Indira Nagar		
Kottakuppam	Villupuram	Rahamed Nagar		
Kottakuppam	Villupuram	Periya mudaliyar chavadi kuppam		
Kottakuppam	Villupuram	Periya mudaliyar chavadi Colony		
Bommaiyar palayam	Villupuram	Bommaiyarpalayam Kuppam	Auroville	Permanent housing
Bommaiyar palayam	Villupuram	Pillai chavadi kuppam	Lutheran World Service	Permanent housing
Mandavai Pudukuppam	Villupuram	Fishermen	SRED	

Panichamedukup pam	Villupuram		SRED	Relief
Mudaliarkuppam	Villupuram	Fishermen	Disaster Management Institute	

## 6.2 Questionnaires and checklist

### Interview Schedule

<b>Target: Victims/ Beneficiaries</b>	
<b>Village name:</b>	<b>Taluka:</b>
<b>District:</b>	<b>Subject: Emergency/ Relief &amp; reconstruction</b>
<b>Date:</b>	<b>Team:</b>

#### A. Family Profile

Name: Age:

Occupation: Education:

Religion: Caste:

No. of members in the family:

Occupation of other working members in the family:

#### B. Damage assessment

1. How has your family been affected by the tsunami?

No. of Casualties:

Injuries:

Damage to Housing:

(i) Fully damaged..... (ii) Partially damaged.....

Loss of property:

(i) Yes..... give details of damage: .....

(ii) No .....

.....

Loss of livelihood

(i) Yes..... give details of damage: .....

(ii) No .....

.....

2. Were community level physical or social infrastructure damaged?

Infrastructure	Damaged Yes/ No	Details of damage
Water Supply system		
Sanitation		
Roads		
Health facilities		
Community hall/ temple		
Education facilities		

### C. Needs Assessment

1. What help did you need immediately after the tsunami and within the first month?

(Food, water, shelter, medical, trauma counseling, other)

Immediately after .....



.....

During the first month .....

.....

2. Did you ask anyone for help after the tsunami? Who did you approach first?

.....

3. Did anyone ask you what you needed after the tsunami? Who came offering assistance and when?

.....

**D. Compensation**

1. How long were cash doles, food etc distributed? (How long did the emergency phase last?)

.....

.....

2. How was compensation distribution prioritized? (Based on assessments, caste, special groups etc)

.....

.....

3. How was compensation received? (bank account transfer, in no. of stages)

.....

.....

4. Give details of compensation

	Amount promised	Amount given	By whom	When (no. of weeks after tsunami
Causality				
Livelihood				
General compensation For affected areas				
Others				

**E. Coordination**

1 Who was in charge of the relief effort in your community?

2 Were you a member of the relief committee that was formed?

3 If not, did you participate in any other coordination activities?

4. Did you or other members of your community participate in any emergency/ relief or other works?

5. How did you contribute to it? (Cash donations, physical labor, articles)

**F. Needs Met/Unmet**

1. Who played important roles in relief efforts? List

.....

.....

2. Give details of help received?

S. No	Type of help	Individual/ Institution	Did they arrive on time to help you?	Adequate/ Not adequate	How do you rank usefulness of the help? (0-5)
1	search and rescue				
2	food and water				
3	medical care				
4	temporary shelter				
	(a) plastic sheet				
	(b) tents				
	(c) tarpaulin				
	(d) Sleeping mats				
	(e) blankets				
	(f) utensil kits,				
	(g) hygiene kits				
	(h) water containers				
	(i) clothing				

3. What other help did you receive and from whom?

S.no.	Type of help	Individual/ Institution	How do you rank usefulness of the help? (0-5)


- 4 Where did you set up your temporary shelter?  
(Next to your house, an alternate location)

- 5 How long did you stay in temporary shelter?

- 6 Were there serious needs that were not met?

- 7 Was there duplication of effort (did different organizations bring the same things to you)?

#### **G. Logistics/Distribution**

1. What role did the panchayat play in the distribution of relief supplies? The taluka, the District, the State government, NGOs, others?

.....

.....

2. Who played important roles in relief efforts? List

.....

.....

3. How were the reliefs supplies divided and distributed in the village?

.....

.....

4. Were measures taken to ensure distribution to vulnerable groups (handicapped, children, elderly, others)?

.....

.....

5. Was there an information system to tell you about the help, services and support?

.....

.....

6. Did the staff of the agency offer immediate and satisfactory response to your queries?

**H. Mid term/ long term work**

1. What were the micro-financing mechanisms available? What was the procedure to access them?

.....

.....

2. What were these available for?

.....  
.....  
3. Have you taken any such loans? Give details of the loan amount, the amount paid back etc?

.....  
.....  
4. Are any of your possessions insured? Give details

.....  
.....  
5. Did you receive the insurance money on time?

.....  
.....  
6. Who has promised to undertake the construction of permanent shelter?

.....  
.....  
7. What will be the pattern of tenure? (Owned, leased/ rented)

.....  
.....  
8. If the permanent shelter has already been allocated,  
Has it affected your livelihood patterns? (Proximity, design etc)

.....

.....

Are the space standards better than that of your previous residence?

.....

.....

9. Is there a variation between what was promised and what was delivered?

.....

.....

**I. Hazard Vulnerability**

1. Has there been incidence of other hazards prior to/ post the tsunami? (Floods/ fires etc.)  
When did they last happen?

.....

.....

2. How were your families affected then?

.....

.....

3. Whom did you seek help from in the previous hazards?

.....

---

**J. Suggested Improvements**

1. What more could have been done to alleviate suffering in your community by Government, NGOs, Foreign agencies

**Focus group discussion**

**K. Gender/Equity (seek out representatives of various groups)**

1. How have you been affected by the tsunami? (Loss of life/ livelihood/ property)
2. What help did you need immediately after the tsunami and within the first month? (Food, water, shelter, medical, trauma counseling, other)
3. Did you ask anyone for help after the tsunami? Who did you approach first?
4. Who came offering assistance and when?
5. Was there equitable distribution of relief supplies, or did you perceive differences in the way supplies were distributed? If there were differences, what were the reasons (e.g. caste, religion etc)?
6. Did some one come to your community to assess you needs?
7. Who did and how did they do it?
8. Did you make your needs known?
9. Do you participate in the decision making of your community/ hamlet/ village?
10. Do you have elected representatives?
11. Did you get the usual compensation?
12. Did members of your community participate in any emergency/ relief or other works?
13. How did you contribute to it? (Cash donations, physical labor, articles)
14. Were there serious needs that were not met?
15. Was there duplication of any effort?



16. What more do you think should have been done to alleviate your suffering by govt, NGO's, foreign agencies?

### **6.3 List of selected communities**

Name of the Village	District
Kovalam kuppam	Kanchipuram
Panayur kuppam	Kanchipuram
Karikattu Kuppam	Kanchipuram
Chemincherry Kuppam	Kanchipuram
Nemelli Kuppam	Kanchipuram
Koonimedu kuppam	Villupuram
Oyyalikuppam	Villupuram
Sadras vadakku Kuppam	Villupuram
Kaipani Kuppam	Villupuram
Mandavai Kuppam	Villupuram
Bommayarpalayam	Villupuram
Mudaliar kuppam	Cuddalore
Devanampattinam	Cuddalore
Singarathoppu	Cuddalore
Pudukuppam	Cuddalore
Iyyampettai	Cuddalore
Thirumullaivasal	Nagapattinam
Palayar	Nagapattinam

Tharangampadi	Nagapattinam
TR Pattinam	Karaikal
Akkaraipettai & Keechankuppam	Nagapattinam
Seruthur	Nagapattinam
Vettaikaraniruppu	Nagapattinam
Colachel	Kanyakumari
Karumpanai	Kanyakumari
Azhikkal	Kanyakumari
Keelmanagudi	Kanyakumari
Muttam	Kanyakumari
Melmanakudi	Kanyakumari
Pallam	Kanyakumari

#### **6.4 Sanctions by the Government of Tamilnadu for Tsunami relief**

The Government has sanctioned funds for relief and rehabilitation measures for the damages caused due to Tsunami. The details of relief on the various items of assistance are given below:-

##### **(A) FISHERIES SECTOR**

\* Government of Tamil Nadu sanctioned a sum of Rs. 65 crores from the Calamity Relief Fund as an immediate package of following assistance to the Fishermen.

Replacement of gill nets for Vallams at Rs.20,000 per unit for 10,000 units at a total cost of Rs.20 crores.

Replacement of gill nets for catamarans at Rs.10,000 per unit for 20,000 units at a total cost of Rs.20 crores

Repair / rebuilding of Vallams at Rs.15,000 per unit for 10,000 boats at a total cost of Rs.15 crores

Repair / rebuilding of catamarans at Rs.10000 per unit for 20,000 catamarans at a total cost of Rs.20 crores

\* The Government sanctioned a sum of Rs. 78 lakhs for repairing 1560 Out Board Motors / In Board Engines which have been damaged during Tsunami at the rate of Rs. 5,000 per engine.

\* The Government have also sanctioned Rs. 395.56 crores for the following assistance:

Replacement of fully damaged / lost wooden catamarans with a wooden catamaran inclusive of net, at a full subsidy of Rs.32000 per catamaran (or)

Replacement of fully damaged / lost Wooden catamaran with FRP catamaran – 35% subsidy of the total cost subject to the maximum of Rs. 52,500/- at an unit cost of Rs.1.5 lakhs (inclusive of engine and net)

Replacement of fully damaged / lost FRP catamaran 50% subsidy of the total cost subject to a maximum subsidy of Rs. 75000/- calculated at an unit cost of Rs. 1.5 lakhs inclusive of engine and net -- loan is optional.

Replacement of fully damaged / FRP Vallam – 50% of the total cost as subsidy subject to a maximum subsidy of Rs. 75000/- calculated at an unit cost of Rs.1.5 lakhs ( inclusive of engine and net) -- loan is optional

Repairs to mechanised boats – the subsidy is 60% of the assessed value of the damages restricted to a maximum subsidy of Rs.3 lakhs per boat -- loan is optional.

Replacement of fully damaged / lost mechanised boats – 35% subsidy of the total cost restricted to a maximum subsidy of Rs.5 lakhs per boat -- loan is optional.

Out of the above sanction, the following amounts have been disbursed:

Rs. 49.33 crores for repair / rebuilding / reconstruction of all types of Catamarans;

Rs. 7.11 crores for repair / rebuilding / reconstruction of all types of Vallams;

Rs. 47.34 crores for fully / partly damaged mechanised boats;

Rs. 36.07 crores for disbursement of nets.

Rs. 1.38 crores for repairing Out Board Motors

\* A sum of Rs.10 lakhs towards subsidy of Rs.25,000/- each for prawn / crab farm owners, fish seeding farm owners, fish transport owners, ice manufacturing units, etc. who have lost their assets due to Tsunami in Cuddalore District.

\* A sum of Rs. 6.64 crores as assistance for resumption of fishing activities, dredging operations and repair of fishing harbours and fish landing centres.

\* A sum of Rs. 430.50 lakhs as assistance for the damage to the fishing harbour and fish landing centre, repairs, dredging operations and related activities for

resumption of fishing activities, restoration of damages to Chennai I and II fishing harbours.

- \* A sum of Rs. 2.70 lakhs for provision of new printers and Rs. 3.46 lakhs to meet unforeseen expenditure by the Fisheries Department.

- \* A sum of Rs. 50 lakhs to meet the unforeseen expenditure such as preparation of the assessment report and amenities to the staff of Director of Fisheries engaged in relief work.

- \* Renovation of jetty at Mallipatnam in Thanjavur District at a cost of Rs.55 lakhs.

- \* A sum of Rs. 5 lakhs for repairing Chinnamuttom boat yard and Rs.1.89 lakhs for repairing Kanniyakumari boat yard to speed up the process of repairs of boats.

- \* The Government have ordered for exemption of payment of sales tax on the purchase of catamarans, new FRP catamaran, new FRP / wooden vallam, goods including timber intended for repairing damaged mechanized boats including fiberglass boat fitted with OBM.

- \* The Government have directed that the assistance allotted for FRP Vallams shall be extended to similar FRP beach landing fishing crafts whether they are called as Vallams or Catamarans.

- \* Rs. 10.5 lakhs as 35 % subsidy for building 40 pettis at the unit cost of Rs.75,000/- in Nagapattinam District.

- \* Rs. 6 lakhs towards 35% subsidy as relief for the damages caused to the properties of Tamil Nadu Fisheries Development Corporation and TAFCOFED (Tamil Nadu State Apex Cooperative Federation).

#### (B) HOUSING

The Government sanctioned a sum of Rs. 40 crores for building temporary accommodation at the rate of Rs. 8000/- per family for 50,000 families. Another 50,000 temporary shelters were to be provided by NGOs. So far, 14991 temporary shelters have been taken up for construction by the Government and 13955 completed. Likewise, the NGOs have taken up and completed 18035 temporary shelters.

A sum of Rs. 5.463 crores has been sanctioned for 27318 temporary shelters @ Rs. 2000 per shelter for repairing the damaged roofs, to provide infrastructure facilities like toilets, bathrooms and community sheds around the shelters.

A sum of Rs. 0.70 crores sanctioned for providing water supply and lighting to the temporary shelters in Kanniyakumari District and Rs. 1 crore to Nagapattinam District.

A sum of Rs.47.69 lakhs for providing water supply and lights to temporary shelters of Sathangadu and Okkiam Thorapakkam in Chennai District.

The Government also issued orders for private - public participation for construction of permanent shelters and community assets such as schools, PHCs, community shelters, etc. Many NGOs have come forward to participate in these programs. Guidelines for evaluating NGOs, a Model MOU to be entered into between the Collector and the NGO / Corporate and technical details for construction of disaster proof houses have been finalized and sent to all coastal Collectors.

The Government have announced a massive housing programme to build 92,231 houses in all the affected areas at an unit cost of Rs.1.5 lakh each. Infrastructure facilities like roads, water supply, sanitation, Rain Water Harvesting structures, etc., will also be provided. Repair cost up to Rs.75,000/- will be given based on the value of assessed damages.

Government has sanctioned a sum of Rs. 23.20 crores towards the cost of land acquisition for construction of houses and other infrastructure to the affected families in nine coastal districts.

So far 30145 houses have been taken up for construction and 990 houses have been completed.

#### (C) OTHER REHABILITATION MEASURES

The Government of Tamil Nadu have sanctioned

An ex-gratia payment of Rs.1 lakh per dead person from Chief Minister's Public Relief Fund. The above ex-gratia payment has been given to the families of 6698 dead persons out of 8003 who died due to Tsunami.

Rs.3.50 crore as ex-gratia amount at the rate of Rs.25,000/- for person who lost their limbs or eyes and at the rate of Rs.5,000/- for those who sustained grievous injury. So far, 2971 persons have been assisted to the tune of Rs.155.35 lakhs. Further allotment of Rs. 0.71 crore has been sanctioned to Nagapattinam District.

Relief package to 1,50,000 families who have lost their huts, at the rate of Rs.4912/- per family. The total amount allotted for this purpose was Rs.73.68 crores. So far 1,18,586 families have been benefited by this scheme at a cost of Rs.58.25 crore.

Rs.45 crores as relief assistance to the 1,50,000 families including the families of fishermen and those involved in small business and petty trades connected with the coastal economy at the rate of Rs.2912/- per family. The amount has been actually disbursed to 1,76,484 affected families at a cost of Rs.51.39 crore. The Government also sanctioned a sum of Rs.7.43 crore to extend financial assistance at the rate of Rs. 2912/- per family for 24764 additional families closely connected with the coastal economy who lost their wages and employment. The Government have further extended the relief package by sanctioning Rs. 1,45,600/- to 50 families who have returned from Andaman and Nicobar Islands to Nagapattinam District .

Rs.5 crores as relief package for petty traders / shop owners at the rate of Rs.2,000/- for damages to mobile / temporary shop owners and Rs.5,000/- for damages to pucca shop owners. So far, 3762 small business have been assisted in Chennai and Cuddalore District.

Rs.122 crores as sustenance allowance of Rs.1000/- and 30 kgs of rice, provisions, kerosene etc., valued at Rs.526/- per month for each family for 3 months from February to April 2005 to the Tsunami affected 3 lakh families. So far 2,75,927 families have been given this relief package at a cost of Rs.37.43 crore for February 2005; 2,77,760 families at a cost of Rs.37.68 crore for March 2005; and 2,77,610 families at a cost of Rs. 37.66 crore for April 2005. A sum of Rs. 40.67 crores has been sanctioned for extension of sustenance allowance package for the month of May 2005 and out of this, a sum of Rs.34.46 crores has been spent benefiting 2,54,056 families.

Rs.1.73 crores for extension of sustenance allowance package to 5654 families of Ramanathapuram District.

Rs. 1.27 crores for extension of sustenance allowance package to 2764 additional families in Kanniyakumari District.

Rs.10 lakhs for providing temporary lighting and generator sets around the mortuary block at Kilpauk Medical College Hospital, the Government General Hospital, Royapettah Hospital and the Government Stanley Hospital in Chennai.

Free text books, note books and uniforms have been disbursed to the students of 1st Std to 12th Std who are studying in Government / Govt. aided schools located in Tsunami affected areas. 1,05,264 students were benefited. Rs. 2.91 crore has been sanctioned for this purpose.

Rs.1.04 crore expenditure has been incurred towards the disbursement of text books and note books to the Tsunami affected students by the Tamil Nadu Text Book Corporation and further an additional amount of Rs. 29,25,809/- has been sanctioned for this purpose.

The tuition fees and special fees payable by the students of Tsunami affected families for the period from 01.01.2005 to the end of the academic year 2005-06 will be borne by the State Government. In addition, the students will be exempted from payment of examination fees from March 2005 to the end of academic year 2005-2006.

Rs.3.77 crores to settle the claims due to the Educational Institutions towards these fees has been sanctioned to District Collectors. Additional amount of Rs. 31 lakhs to Tirunelveli District and Rs. 20 lakhs to Villupuram District have been sanctioned for this purpose.

Separate public examinations for the students studying in 121 number of Tsunami affected schools have been conducted. The pass percentage of these

students was 79.38% in Higher Secondary and 81.31% in X std exams which are better than the average pass rates of the state.

Rs.6.35 crore for unforeseen expenditure including debris removal, arrangements for burial of the dead, transportation of relief materials, to move the affected families to resettlement areas, etc. Out of this, a sum of Rs.4.57 crore has been spent.

Rs.53.52 lakhs for items like disposal of dead bodies, rent for machines, water supply through lorries and tankers etc., to the coastal districts and Commissioner & Director of Veterinary services.

Rs.9 crore towards a relief package of assistance to 1.5 lakh affected families who lost their houses by way of providing trunk boxes, stoves and stainless steel kudams. So far, 101127 trunk boxes, 97054 stoves and 101539 stainless steel kudams have been distributed at a cost of Rs. 7.01 crore.

An ex-gratia of Rs.2500/- each totaling Rs.1.20 crore for 4799 sanitary workers to recognise their efforts.

Rs.1,80,13,930/- as relief to the crops damaged over an area of 5598.89 hectares. This relief has benefited 10393 farmers affected due to Tsunami. An additional amount of Rs. 29,971/- has been sanctioned to Kancheepuram District.

Rs.1696.16 lakhs for reclamation of sand cast and saline agricultural lands at the rate of Rs.12,500/- per ha. covering an extent of 13569.29 ha. affected by Tsunami. So far a sum of Rs. 234.21 lakhs has been deposited in the names of 11312 farmers.

Rs. 83,72,750/- to take up the relief works in 669.82 hectares of Tsunami affected Horticultural land at the rate of Rs. 12,500/- per hectare.

Rs.2,80,11,150/- as relief to the loss of livestock such as cattle & buffalo, calf and draught animals, sheep and goat, poultry, etc. So far, a sum of Rs.1.76 crore has been disbursed for this purpose. Total number of 12490 affected families have been given assistance.

Rs.1.40 crore for construction of temporary bridge connecting Melamanakkudy and Keelamanakkudy villages in Kanniyakumari District.

Construction of Rubble Mound Sea Wall for 1 km at Azhical, Kottilpadu and Maramady villages at a cost of Rs.2 crore and at a cost of Rs. 19 lakhs at Melamanakudy village in Kanniyakumari district.

Rs. 1 crore as relief for loss of shore seines in Kanniyakumari District.

Rs. 74.07 lakhs being 35% subsidy of total amount required for revival of affected Small Scale Industries Units (SSI) in the districts of Nagapattinam, Cuddalore, Chennai, Kancheepuram and Kanniyakumari districts.

Rs. 10 lakhs as relief to the Tamil Nadu Salt Corporation Ltd for restoring the cross bunds inside the salt works in Ramanathapuram District.

Rs. 24.75 crores as relief for the damages suffered due to Tsunami by the Tamil Nadu Electricity Board (Rs. 10 crores); TWAD Board (Rs.14.25 crores); and Poompuhar Shipping Corporation (Rs.0.5 crores)

Rs. 1.03 crores for the expenditure incurred by the Municipal Administration Department towards the supply of men and materials, ie., utensils, disinfectants, fuels, hire charges for vehicles, etc, in the badly affected coastal towns.

Rs. 50 lakhs for the damages caused to Perarignar Anna and Dr. MGR memorials in Chennai.

Rs. 34.52 lakhs to Chennai Corporation to reimburse the amount spent for tsunami relief measures.

#### (D) Measures to resettle destitutes, orphans and widows

Three orphanages have been opened for children rendered orphans in the districts of Cuddalore, Nagapattinam and Nagercoil (Kanniyakumari) with facilities to maintain one hundred children at each centre. Government sanctioned a sum of Rs. 47.76 lakhs for this purpose.

The Government have sanctioned a sum of Rs.19 lakhs towards payment of relief from the Calamity Relief Fund to create a fixed deposit to the 26 children from 19 families who lost both the parents in Kanniyakumari, Kancheepuram and Nagapattinam District. So far, a deposit of Rs. 1.15 crore has been made in the names of 38 children.

Orphaned adolescent girls are being admitted into service homes run by the State Government. Two new service homes have been opened in Kanniyakumari and Nagapattinam districts - 23 girls in Nagapattinam and 3 girls in Kanniyakumari district have been admitted. Government have sanctioned Rs. 41.74 lakhs for this purpose.

State Government is investing a sum of Rs.5 lakhs as fixed deposit in the name of each orphaned child and orphaned adolescent girl rendered homeless. This amount will be available to them when they attain the age of 18 for further studies / self employment, etc.

Unmarried orphaned girls over 18 years of age are being admitted in service homes and given technical training to acquire vocational skills. So far 6 girls in Kanniyakumari district, one girl in Nagapattinam district and three girls in Cuddalore district have been admitted. A sum of Rs.3 lakhs will be invested as a fixed deposit in each of their names.

Ongoing pension schemes have been extended to cover all those rendered destitute by the calamity. Old Age Pension has been sanctioned to 242 persons, Physically handicapped pension to 80, Destitute widow pension to 380, Destitute



Agricultural Labourer pension to 50 and Destitute and deserted wives Pension to 14, totaling 766 persons.

(E) Repair and restoration of Roads & Bridges, Powersupply, water supply and Health infrastructure

All the major roads and bridges were restored to allow for traffic by 31.12.2004. The Highways Department has submitted proposals for improvement of roads and construction / reconstruction of bridges to an extent of Rs. 770 crores. Power and Water supply have been restored at all affected areas within 48 hours of tsunami and repair works to the tune of Rs. 16.93 crores taken up by TNEB. A sum of Rs. 64.15 cores for immediate repair of Highways and other roads has been sanctioned.

## ***6.5 Maps of affected areas***





